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STATE OF MARYLAND

MARVIN MANDEL, GOVERNOR

DEVELOPMENT PLAN

for the

MARYLAND STATE GOVERNMENTAL CENTER

in

BALTIMORE, MARYLAND

prepared for the

DEPARTMENT OF PUBLIC IMPROVEMENTS

and the PLANNING DEPARTMENT

Contract # XB - 6 - 685

March 1969

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GRUEN ASSOCIATES, INC.

Architecture, Planning, Engineering

Washington, D. C., New York, Los Angeles

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INTRODUCTION

INTRODUCTION

The State of Maryland has been going through a period of phenomenal growth. Between 1950 and 1968, population figures rose from 2,343,000 to about 3,800,000 and a recent state study projects a figure of 4,679,000 for 1980.

As population increases, so likewise does the demand for state services such as education, health, welfare, and conservation; and physical development programs for highways, open space, recreation facilities, transportation, industrial growth, and expansion of economic resources. Preceding the paralleling growth of state services is the increase in responsibilities of the executive, legislative, and judicial branches of the State government.

The State of Maryland has shown exemplary awareness of this complementary demand, and has undertaken studies to provide the framework for long-range growth both in the capital city of Annapolis and in the city of Baltimore.

The "Development Plan for State Facilities: Annapolis, Maryland", prepared for the State Department of Public Improvements in September, 1968, makes recommendations for present and possible future expansion of the State offices in Annapolis.

In 1956, the State of Maryland initiated development of a state office complex in the Mount Royal Plaza Urban Renewal Area in Baltimore. Three buildings comprising 763,900 square feet of floor space were constructed. These three, the State Roads Building, the Employment Security Building, and the State Office Building, presently house a total of 63 different departments, commissions, councils, boards, and bureaus. Although the buildings were purposely over-designed, to allow for expected office growth, they are already well over their programmed capacity. Certain offices are dispersed throughout the city of Baltimore, most in leased facilities.

In 1966, recognizing the need for approximately one million additional square feet of office space, the State authorized an architectural study which resulted in a proposal for another building--35 stories including three levels of underground parking. Realizing what an impact such a major facility could have upon the city of Baltimore, and expecially on the character of the adjacent neighborhoods, the State Department of Public Improvements, in collaboration with the State Department of Planning, engaged Gruen Associates to undertake a comprehensive planning and design study for the State Governmental Center Expansion Program in the City of Baltimore. This study and the resulting plan and design have been directed toward development of an innovative and creative scheme for relating the governmental center to the needs of state government officials and workers and their clients, to the interests and desires of

neighborhood residents, adjacent institutions, and to the city of Baltimore as a whole.

This report is submitted as a guide for the creation of a governmental center, set in a contemporary environment, designed to a human scale, and woven into a cohesive and viable fabric with the adjacent neighborhoods.

In summary, we want to point out that completion of this study and production of this report within the limited time framework given us was made possible by the fine cooperation of the Governor's Advisory Committee, and the continuing helpfulness of all the state and city officials and their departmental staffs, and of the many civic and citizen's organizations which reflect the public-spiritedness characteristic of Baltimoreans who are justly proud of their city.

I OBJECTIVES & RECOMMENDATIONS

OBJECTIVES AND RECOMMENDATIONS

A. Objectives

Our task is to provide a long-range development plan for the expansion of the State of Maryland Governmental Center in Baltimore. In discussions with state and civic officials and community leaders, several important objectives crystallized as elements in this overall aim.

Program Objectives:

- to centralize all state government functions in the city, improving communication between agencies, increasing the effectiveness and decreasing the cost of security forces, and eliminating the expense of leasing space for state use throughout the city.
- to identify all services now dispersed or duplicated among many agencies, which can be efficiently centralized to provide more efficient exploitation of resources and more effective use of skilled personnel at less net cost for better service.
- to program immediate expansion of 1,000,000 square feet to meet current space demands both by agencies already in existing state buildings and by those dispersed in rented quarters.
- to provide a flexible framework for further expansion that will be adaptable to changing social and administrative needs.
- to program staging of such expansion in a fashion that avoids disrupting current operation, and integrates each new element organically into the existing complex.

Planning Objectives:

- to provide car access and parking accommodation without disrupting the neighboring communities or the city's traffic system.
- to provide convenient, safe pedestrian circulation to all facilities.
- to ensure that all offices that directly serve the public be made readily accessible, and be provided with ample, pleasant waiting spaces.
- to devise a simple, coherent, and understandable system of relationships between buildings.
- to devise a planning module that allows great flexibility in space planning and incremental staging.
- to include community facilities that will attract or stimulate evening and holiday activity within the complex.
- to suggest ways of achieving unity of architectural character and imparting coherence of style to the whole complex.
- to compatibly integrate the existing State buildings into the complex.
- to provide for a setting that stimulates pride, efficiency on the part of the state worker, and enables the taxpayer's visits to be brief, efficiently handled, and pleasant.

Urban Design Objectives:

An over-riding concern of the State, as of the city and the community, is the impact of the existing State Office Buildings and of the proposed Governmental Complex Expansion upon the community at large. The existing buildings stand uneasily aloof from the surrounding residential neighborhoods. Rather than add another bulky, lonely intruder to this cluster, the State seeks a way of composing the expanding complex to absorb the existing structures and to incorporate them and itself into the fabric of the community. Developing the way of doing this was therefore a prime concern of this study. Specific objectives to implement this goal include:

- relating the scale of the new buildings to that of the Victorian row houses that dominate the area.
- relating the ground plan of the complex to the existing residential street grid of the community.
- making the open space around the buildings more human, both in quality and in scale.
- projecting physical links between the community, the complex, and the proposed rapid transit station.
- providing civic and social links with the residents in the form of community facilities that will attract life and activity to the area after working hours, and supply some needed amenities to the neighborhood.
- creating an example of excellence in urban design that will stimulate neighboring institutions and neighborhoods to improvement activities, and give a healthy impetus to the real estate market.

B. Recommendations

After months of consultations, surveys, and researches, detailed later in this report, Gruen Associates evolved the following principles which we recommend as basic for planning the State Governmental Center expansion program in Baltimore.

Circulation Patterns

There must be complete separation of the pedestrian and vehicular circulation systems, with convenient access to all buildings from each.

Pedestrian: An elevated walkway system should link all buildings to a central covered promenade, allowing for safe, free-flowing pedestrian circulation. If possible, the walkway system should eventually be extended to bridge the peripheral streets and directly link the complex to the surrounding neighborhoods.

Underground: The pedestrian promenade would connect by escalator to the parking levels below, and to the proposed underground rapid transit station at Eutaw and Preston Streets.

Vehicular: At ground level, under the promenade, there must be vehicular drop-off points for every building, both existing and proposed, which would feed off the Preston Street right-of-way. Preston Street should consist of two moving lanes in each direction, with passenger-boarding points, taxi and bus bays, and garage entries and exits for each building. Visitors would ride escalators from this level up to the pedestrian level. The parking garages should have staff entries and exits to other levels feeding off the peripheral streets. From their parking levels, employees could ride the elevators direct to their office floors. Service access should also be from the periphery, leaving Preston Street for formal visitor access.

Community Facilities

Community facilities should be provided for two purposes, the first, to bring life and activity into the complex after normal working hours, and, two, to provide amenities now needed in the surrounding communities, so they will have a solid neighborhood gain from the presence of the complex.

Civic facilities such as playgrounds and small parks, perhaps a wading pool-ice skating rink or a small outdoor amphitheater, should enliven the scene. They must be located along the natural paths of pedestrian movement in order to be seen and attract users.

Commercial facilities like shops, restaurants, or cinemas should be centered along the promenade, first, because they will be visible to rapid transit riders on their way home, and second, because, again, they serve as a magnet and focus for activity,and add to the vitality and attractiveness of the promenade.

Urban Design

In order to relate the office building complex to the residential community, a compromise must be reached in terms of scale and distribution of mass, space, and line. The surrounding area consists of row houses three or four stories high, many of them spacious and tall brownstones with building lines near or at the sidewalk. Ground coverage is quite high.

To relate the greater mass of the office buildings to this scale, we recommend that the majority of the buildings be of no more than medium height, rising six to ten stories above the Dolphin Street level at the north periphery of the area.

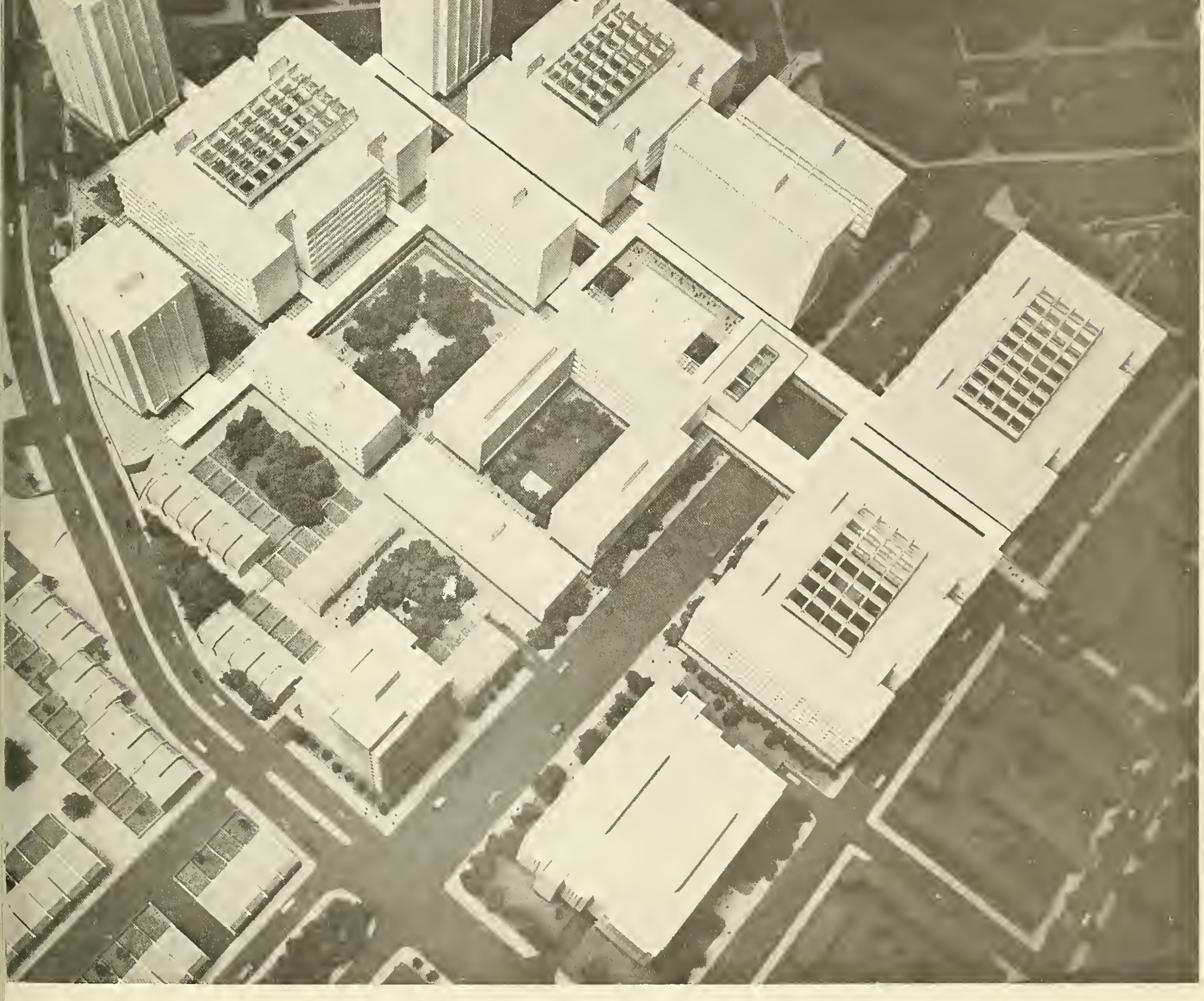
The closely-built street line should be prolonged in the complex promenade, producing a pleasant intimacy which, with the soothing absence of cars, will make strolling and window-shopping a pleasure. As a corollary, overall land coverage must be maximized, in order to achieve the necessary office square footage. The open space should be concentrated in the interior courtyards described in the following section.

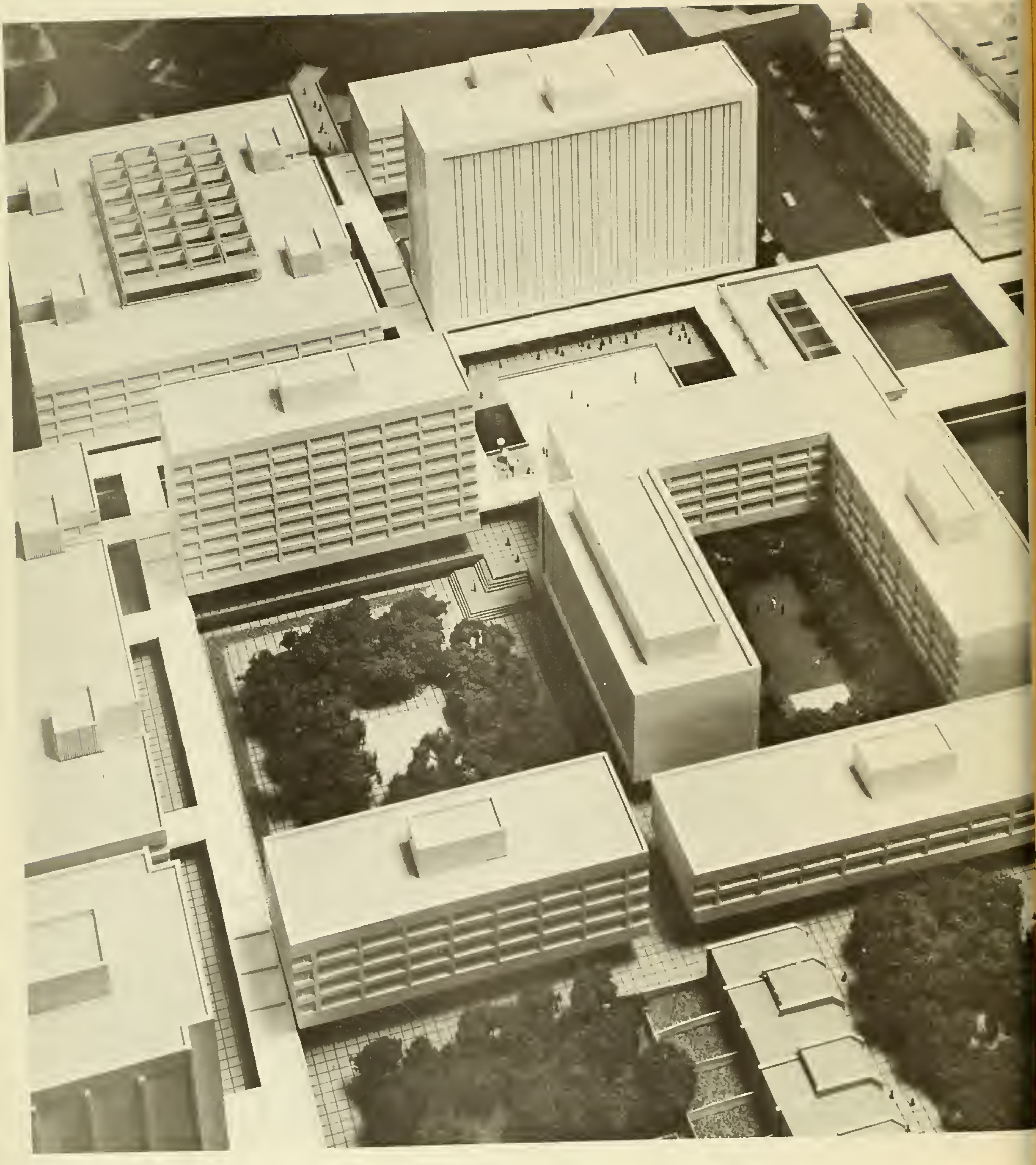
By judicious planning, the existing State buildings and a few somewhat taller new towers can be absorbed into the complex by careful placement in relation to the overall plan and the surrounding institutional buildings. That is, when the taller towers are necessary to fulfill eventual space needs.

Planning the Buildings

In order to conform to the standards just described, Gruen Associates recommend that the medium-rise office blocks be built to a quadrangular plan, surrounding a landscaped courtyard.

This allows flexible planning and staging, for increments can be built one quadrangle at a time, or even one side at a time, just so long as provision of parking space is planned for in advance. Parking garages must be incorporated at ground and lower levels of every quadrangle. Opening of the interiors onto landscaped courtyards, some of them skylit and climate-controlled, provides a refreshing view from the office windows as well as pleasant waiting spaces for visitors below. All agencies expecting large public attendance should be located at pedestrian level, providing optimum access for the public, with adjacent waiting space in the courtyard. Besides these offices serving the public, those facilities that serve more than one department, such as libraries and meeting rooms, should be located at pedestrian level for general staff use.





COURTYARDS AND PLAZAS

II SPACE PROGRAM

SPACE PROGRAM

A. Space Program

The first step in developing a space program was the study of immediate and projected future requirements, to gain a general picture for use in comprehensive planning. Detailed programming of the kind required for a specific building must be done at the time that architectural design is undertaken.

Data Used

We used the following data to formulate the space program:

- immediate building space requirements for 1973
- general characteristics of this space (see table in Section II B., page 15)
- the best method of handling centralized facilities
- immediate parking requirements, given the office space projected
- the estimated effect on these requirements of the proposed rapid transit service to the site

Certain basic information came from official city sources, and the rest was furnished by all the state agencies located in Baltimore. Some items in the program require not only information but also policy decisions on administrative matters by the State. Our recommendations concerning these policy questions, which will affect the organization and location of some facilities, are stated in Section II E., Page 20.

Techniques Used

The data were assembled by the following steps, accomplished with the invaluable assistance of the State Department of Planning, which arranged meetings and interviews, and collected the questionnaires.

- general questionnaire submitted to all state agencies as to their present space supply and their anticipated needs
- individual interviews with officials of the departments that are major space users
- inspection of the existing facilities of those departments, and of ancillary facilities on the site
- interviews with key staff members of the State Department of Planning, the Department of Public Improvements, and the Superintendent of State Office Buildings for Baltimore
- review of previous studies, and of similar studies for comparable projects elsewhere
- study of planning and development reports for the city of Baltimore to predict their impact on the Complex
- technical analyses and projections by appropriate specialists on the Gruen staff.

B. Area Requirements

The results of the space program analysis were submitted to the State in a space planning report dated May, 1968. A summary of floor area requirements and their characteristics is given below. The estimates of total areas required were obtained by cumulating figures from individual agency surveys. Characteristics of the space requirements were projected from detailed surveys of selected departments.

Area Characteristics of Total Space Requirements for 1973

Type of Space	% of Total Area	Area in Sq. Ft.
Private Offices	21%	210,000
Shared Offices	16%	160,000
Open Office Space	29%	290,000
Meeting Rooms	6%	60,000
Storage	6%	60,000
Other	7%	70,000
Circulation	15%	150,000
Total	100%	1,000,000

The responsibilities of the administrative sector of the state government are constantly subject to change by legislative creation, expansion, or dissolution of departments, by shifts of responsibility between city, county, state, and federal jurisdictions or by population growth and its increased service needs. It is difficult to predict future space needs by projecting in strict ratio from current space demands. The current overcrowding of state office facilities demonstrates this. The program requirements are therefore designed to prevent a recurrence of this situation in the future.

C. Impact of Proposed Rapid Transit Service on Parking Requirements

The rapid transit system proposed for the Baltimore metropolitan region is described in detail in Section III E., page 30, as part of the site analysis. The present discussion is limited to the probable impact of the service on traffic in and out of the State Governmental Center, and on resulting parking requirements.

The rapid transit line that would serve the Center is the first of six proposed for development. It is mapped from the northwest suburbs through Mount Royal and Charles Center--the Central Business District (CBD), and south to Friendship International Airport and Anne Arundel County. The Mount Royal stop is proposed for the junction of Preston and Eutaw Streets, at the heart of the Government Center. It will be very convenient to business visitors from the CBD, and to center city residents without cars. It could also be useful to suburban dwellers with work or business at the Center, or at nearby institutions. The problem is how many of those who now drive are likely to change and use public transit.

In cities like New York, where residential development followed the rapid transit lines, as many as 70% of all travellers into the CBD arrive by subway. Baltimore, like other cities without subway lines, has grown in a dispersed pattern more suited to car or bus transport. When rapid transit is built, it will require feeder bus lines and parking lots at suburban stations to be useful to neighborhoods between the radial transport corridors.

In comparable cities, like Toronto, where rapid transit has been installed, most subway patrons appear to have shifted from existing bus and street car lines, with only a few car-owners diverted from using their own automobiles. It would be wise, therefore, not to anticipate immediate major changes in travel habits as a reaction to the new transportation system.

At present, about 45% of all Baltimore center city trips are made by bus, the rest by private car. For this group, we might safely anticipate an increase in transit users from 45% to 50%. At present, less than a quarter of the State employees at Mount Royal arrive by bus, and more than half drive to work and park there. We suggest than an optimistic transit use increase, including patronage of the new facility, would be from the present 22% to 40%.

D. Parking Requirements

Employee Parking

Estimates of the parking requirements for employees were based on the survey of general office space requirements, the projected number of employees, and the current ratio of employee drivers, taking into account the impact of the projected rapid transit line which could be installed simultaneously with the first stage of office expansion.

Modes of Employee Travel

Category	#1968	Ratio 1968	#1973	Ratio 1973
All Employees	3,530	1:170 s.f.	4,983	1:200 s.f.
Drivers	1,871	53%	2,292	46%
Walkers & Car Pool Riders	882	25%	1,047	21%
Transit Riders	777	22%	1,644	33%*

*See analysis of impact of rapid transit in Section II C., Page 16

Visitor Parking

The projection for the total number of visitors in 1973 is based on the assumption that they will increase in proportion to the expansion of the agencies. The distribution of visits during the day was determined by survey of several departments that have major contact with the public, and projecting these findings for all departments. The number varies markedly according to the season (for example, as the deadline for renewal of licenses and filing tax returns approaches). Therefore, the projection for visits is made both for the yearly average of visitors per working day, and for the maximum visits that might be expected per day. The mode of travel these visitors may be expected to use is broken down in the first table.

Visitor Mode of Travel (per day)

Category	1968 Average	1968 Maximum	1973 Average	1973 Maximum
# Driving	800	1,870	900	1,920
% Driving	50%	50%	40%	40%
# Driven by others	400	935	450	960
% Driven by others	25%	25%	20%	20%
# Using public transit	400	935	900	1,920
% Using public transit	25%	25%	**40%	**40%
TOTAL VISITORS	1,600	3,740	*2,250	*4,800

* Projected in ratio to agency expansion.
** Increase attributed to new rapid transit.

Daily Average Number of Visiting Cars Projected for 1973

Category	Percentage	Number	8-11a.m.	11a.m.-2p.m.	2-5p.m.	Duration of Stay by Hours
General Public	52%	468	178	155	135	1/2
By Appointment	25%	225	113	50	62	1
Official Visitors	4%	36	14	11	11	2
Other	19%	171	60	56	55	1
TOTAL PARKING NEEDED	100%	900	365	272	263	1 hour

Daily Maximum Number of Visiting Cars Projected for 1973

Category	Percentage	Number	8-11a.m.	11a.m.-2p.m.	2-5p.m.	Duration of Stay by Hours
General Public	53%	1,018	418	355	245	1/2
By Appointment	27%	518	216	123	179	1
Official Visitors	4%	77	28	24	25	2
Other	16%	307	110	97	100	1
TOTAL PARKING NEEDED	100%	1,920	772	599	549	1 hour

E. Policy Recommendations

In the course of our analysis we identified specific policy questions that require decisions by the State. The following recommendations concerning these questions should lead to greater efficiency and cost savings on commonly used facilities.

- Centralization of Data Processing

All data processing equipment should be concentrated in one central area convenient for the use of all departments. This area should be specifically designed to accommodate the mechanical, atmospheric, and electrical requirements of the equipment and its operators, and large enough to meet future demands.

- Central Printing and Mailing Services

The central printing and mailing facilities should be adjacent to truck-loading and storage areas, as well as being accessible to all departments. This operation should handle all major printing, duplicating and mailing requirements. The possibility of establishing a branch post office within the complex should be discussed with the United States Post Office Department.

- Central Library Services

The present system of departmental libraries duplicates some resources and limits the usefulness of others. A centralized library would pool these resources and make them available to everyone. It would also eliminate costly duplication of materials, personnel, and processing. For ready reference, small departmental libraries could be retained.

- Meeting and Conference Facilities

Conference facilities should be located at the pedestrian level throughout the complex, for the use of all agencies. Their use should be programmed through a department office or the office of the Superintendent--State Office Buildings, Baltimore.

- Eating Facilities

Rather than expand the existing cafeteria, a variety of eating facilities should be established, including an executive dining room suitable for luncheon meetings, and some privately operated restaurants usable by government personnel and also by workers and residents from the community.

- Community Facilities and Activity within the Center

Civic, commercial, and recreational facilities should be integrated into the Center. Not only will they make the Governmental Center a more desirable place to work, but they will help to make it an accepted part of the community, by contributing useful amenities. They will have the added advantage of attracting pedestrians coming out of the subway station, and serving as a stimulus to activity after working hours, so that this Governmental Center does not become a "deserted island" after office hours. Civic facilities could include parks, playgrounds, an ice-skating rink, wading pool, branch library, even a small outdoor amphitheater for civic occasions. Commercial facilities could include the restaurants already suggested, a cinema, a drug store, services like barber and beauty shops, cleaners, book stores, art shops, etc.

- Parking Requirements

The final determination of parking requirements will be affected by an important policy decision. Will parking be free or fee? We recommend that it be free. Obviously, a public service agency should not charge the visiting citizen a parking fee, and officials, many of whom serve without compensation, should certainly not have to pay for the privilege. Free staff parking would be an employment benefit useful for recruitment of personnel. The matter of allotting the available space should be determined by state policy.

Servicing and washing facilities for official state cars should be provided.

- Effect of Increased Land Usage on the Disposition Value of Sites

When the 18.45-acre site was purchased from the Baltimore Renewal and Housing Authority, the disposition price was based on its reuse for 750,000 square feet of office space. The City has currently agreed to an addition of one million square feet. The State has requested permission to build up to 3,000,000 square feet if the rapid transit system is not installed, and 5,000,000 if it is. Our recommendation is that the City approve the application.

- Federal Programs

The Baltimore Department of Housing and Community Development should give serious consideration to applying to HUD for an Urban Beautification Grant (50%) for the public amenities provided for in the Governmental Center plan. Further, since this plan is unique and has prototypical applicability, Grant application should be submitted to the Secretary of HUD which would, if approved, provide 90% of the cost of the public improvements.

III SITE ANALYSIS

SITE ANALYSIS

A. Method of Analysis

Our study included interviews with officials of state and federal agencies, and officials from the Baltimore Departments of Planning, Public Works, Transit and Traffic, and Housing and Community Development. We consulted private groups and institutions from the project area, such as the Bolton Hill Association, the Mount Royal Improvement Association, the Maryland Art Institute, and the Maryland General Hospital. Also, to gain awareness of neighborhood interests and desires, we visited neighborhood facilities and private households.

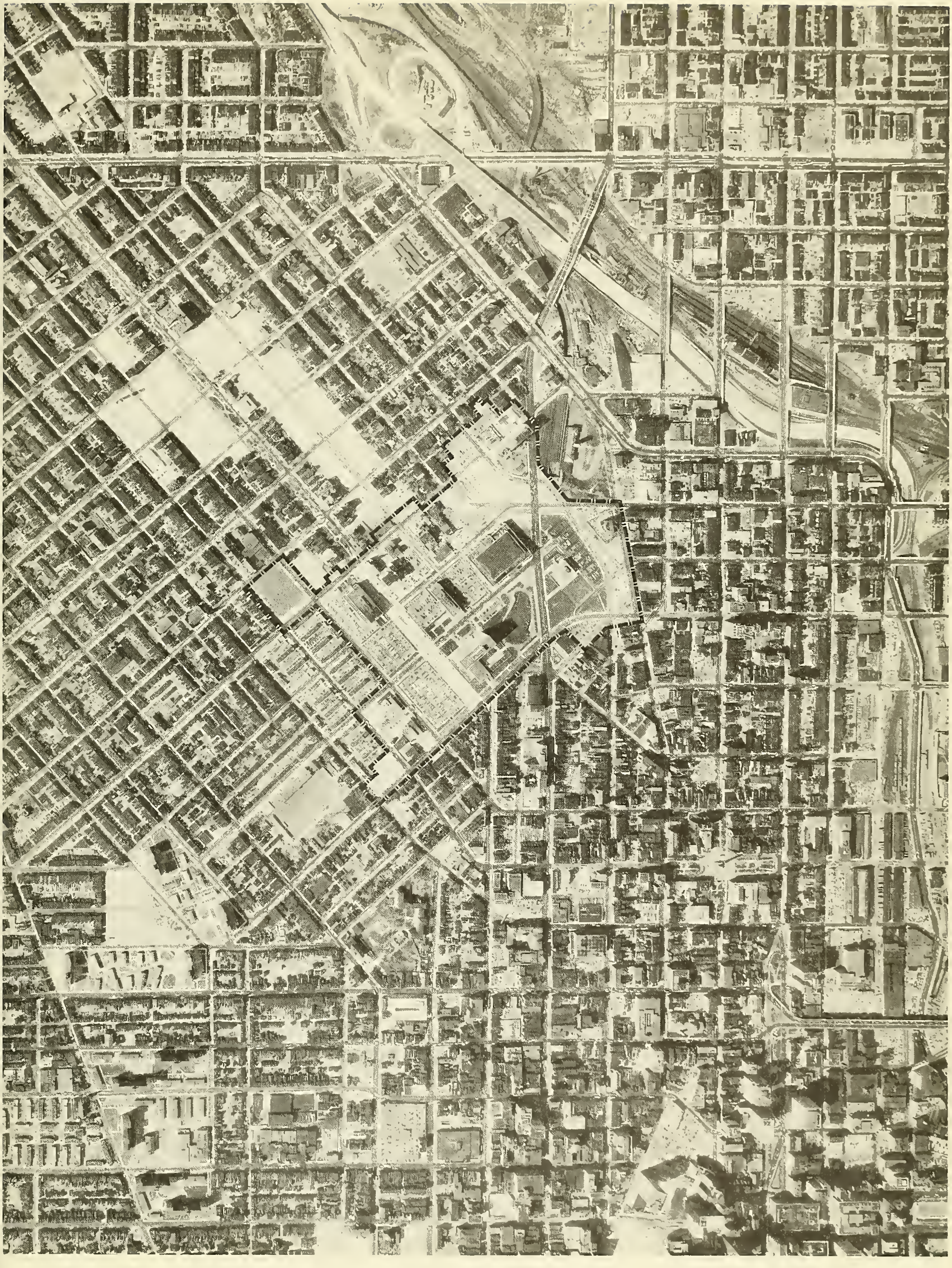
In conjunction with our meetings, we analyzed maps, reports and proposals concerning the area and the city, and studied plans for similar developments done in the United States and in other parts of the world.

B. Location

The State Governmental Center in Baltimore is part of the Mount Royal Plaza Urban Renewal Project, about a mile north of the central business district. The Project is surrounded by neighborhoods that are basically residential in character, but also contain several important institutions, including Maryland General Hospital to the south, and the Maryland Art Institute to the northeast.

The residential neighborhoods vary in character from upper-middle-income Bolton Hill and Mount Royal to the north to low-income Upton Renewal Area and McCulloh Homes to the west. East and south of the site are pockets of housing mixed with commercial and office uses.

The location of the State Governmental Center is a crucial one in the development of Baltimore for several reasons. First, it is on a prominent site that occurs at a point of transition in the street grid from the north-south direction to northwest-southeast. Second, it occurs in the heart of a residential area which is just coming into its own after nearly fifteen years of renewal and rehabilitation that represents the co-operative efforts of private citizens and public agencies. And third, the institutions in the area have the potential for expansion into a viable uptown educational, medical, and cultural center. Combined with the Governmental Center, they could form a strong northern anchor for the center of Baltimore, counter-balanced on the south by Charles Center and the Inner Harbor Redevelopment Project.



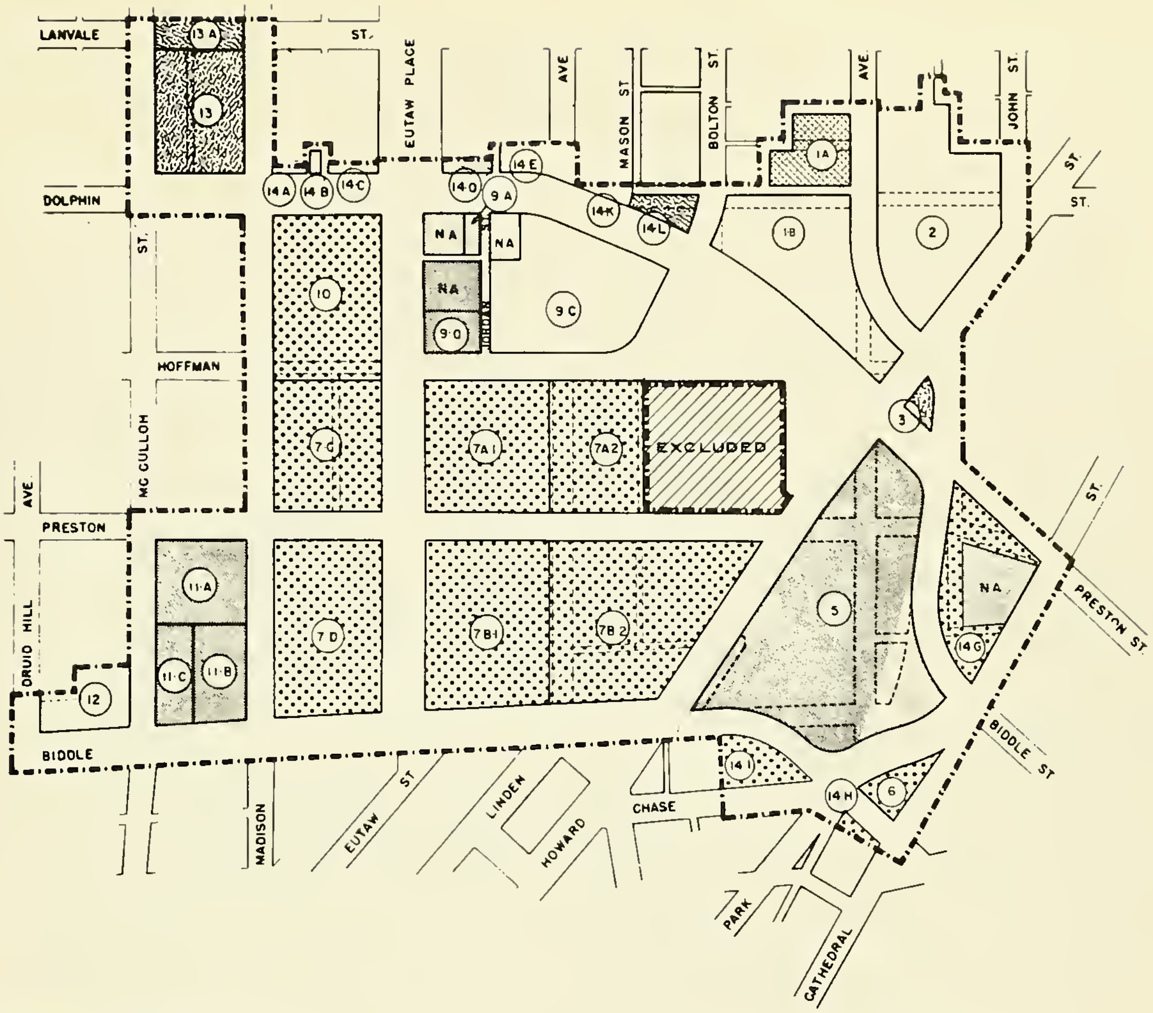
AIR VIEW OF THE MOUNT ROYAL PLAZA URBAN RENEWAL AREA

N

C. Description

Construction of the Governmental Center began in 1956 as part of the Mount Royal Plaza Urban Renewal Project. At that time the State bought parcels 7A-1, 7A-2, 7B-1, 7B-2, 7C, 7D, and 10, a total of 18.45 acres, and constructed three office buildings: the State Roads Building, six stories high, with 140,000 square feet of office space, the Employment Security Building, six stories high with 216,900 square feet, and the State Office Building, sixteen stories high, with approximately 407,000 square feet. The buildings are all faced with limestone and green porcelain panels.

Within the urban renewal area to the north of the State site, parcels 1A, 1B, 2 and 9C were planned for a series of residential buildings, both low and high-rise. A sixteen-story apartment house stands on parcel 1A,and parcel 1B now has a sponsor-developer. The other parcels are still vacant. East of Howard Street, the Baltimore Life Insurance Company completed the first building of its office complex in 1961, and the second is now nearing completion. West of the State site, commercial parcels 11A and 11B have been developed, one for the National Cash Register Corporation, the other as an office building, now occupied by the U.S. Food and Drug Administration. Parcel 11C is still vacant.



RENEWAL AREA No. 12

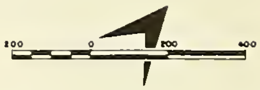
(UR MD 1-3)

LEGEND

BOUNDARY OF PROJECT AREA	—·—·—·—
PUBLIC EASEMENT	- - - - -
NOT TO BE ACQUIRED	NA

PROPOSED LAND USES

RESIDENTIAL APARTMENTS	▭
COMMERCIAL	▒
PUBLIC (NON-RESIDENTIAL)	⠿
PUBLIC (RECREATIONAL)	▩
SEMI - PUBLIC	▭
RESIDENTIAL (TOWN HOUSES OR WALK-UP APTS.)	▨



REVISED MARCH 10, 1966
REVISED DECEMBER 6, 1963
REVISED JUNE 20, 1962
REVISED MAY 28, 1962
REVISED JANUARY 15, 1962
REVISED NOVEMBER, 1956
8 AUGUST 1956

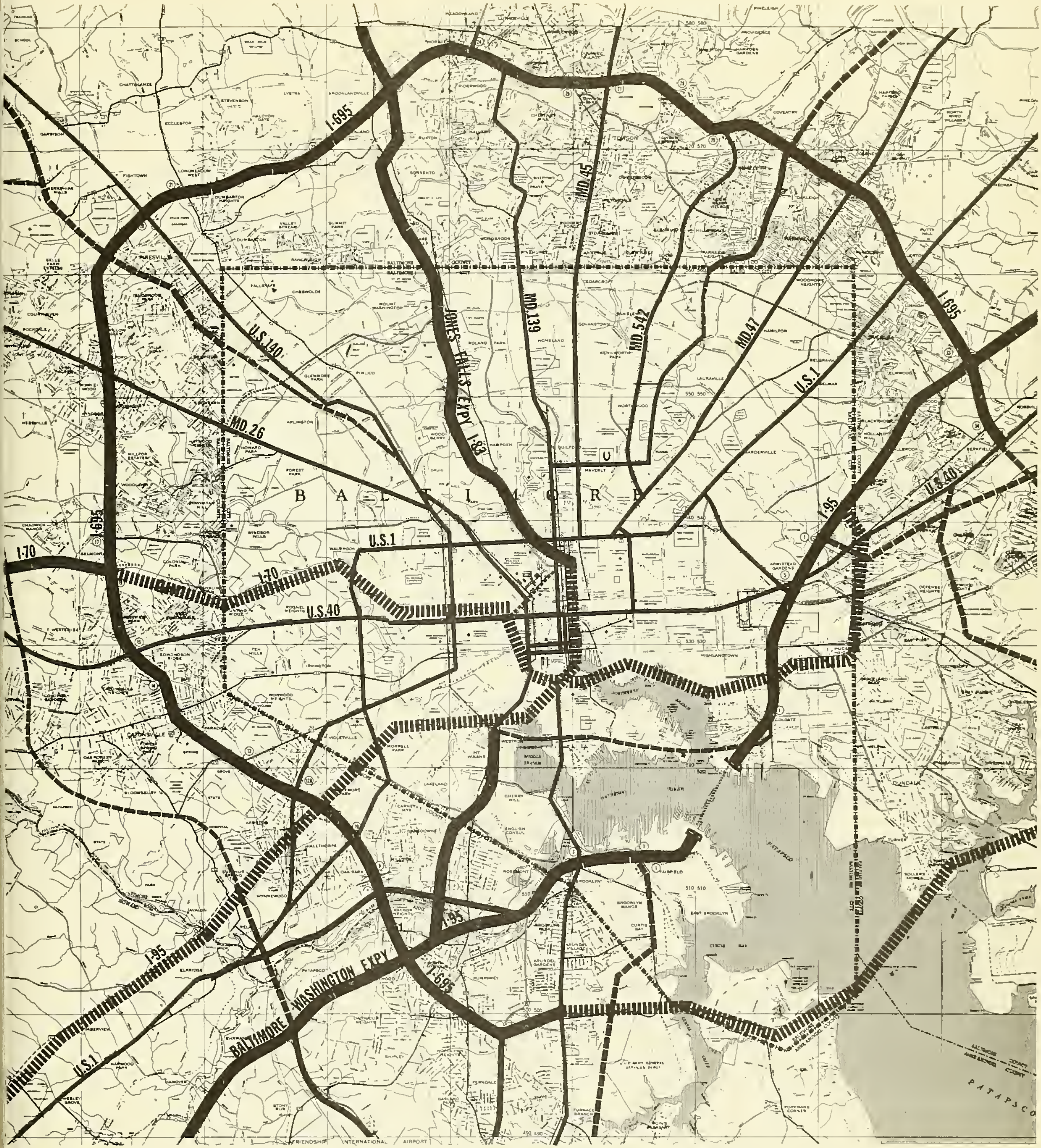
BALTIMORE URBAN RENEWAL AND HOUSING AGENCY
MOUNT ROYAL PLAZA
PROJECT AREA PLAN
EXHIBIT B
SCALE 1" = 200'
DRAWN BY SFP GHP
No. 19-56

D. Metropolitan Baltimore Traffic

The Metro-Baltimore highway system serves the State office complex primarily via the Jones Falls Expressway, which will handle north-south traffic when it is completed. The proposed I-70, which will connect the proposed inner loop and I-95, will be the primary means of east-west movement. This interstate network is now under extensive study by the City of Baltimore and the State Roads Commission. I-70, which primarily will handle westward movement, will be connected to the Jones Falls Expressway via a street-level arterial in the right-of-way of Biddle Street. This interstate system is linked together by an outer loop, I-695.

Westerly Connector

The City's report of June 1968 concerning the proposed western connector between the Jones Falls Expressway and Interstate I-70, provides the official rationale to justify the deletion from the City's Master Plan of the western connector expressway and substitution for it of a surface arterial. The report indicates that if the route were developed as an expressway, the anticipated traffic volume would be 51,100 vehicles per day, whereas its development as a surface arterial would result in a traffic volume of 14,400 vehicles per day. The reasoning appears to be that only 35% of the traffic that would use an expressway connection would really be of a through nature between the two interstate highways, and that 35% would actually have destinations along the route, the CBD or the Governmental Center, with the balance being indeterminate. They therefore conclude that the facility needed is more of a collector-distributor than an expressway. There are further positions taken with regard to the type of traffic that would use the facility and its effect on the design of the Jones Falls Expressway.



▬ EXISTING EXPRESSWAYS

▮▮▮ PROPOSED EXPRESSWAYS

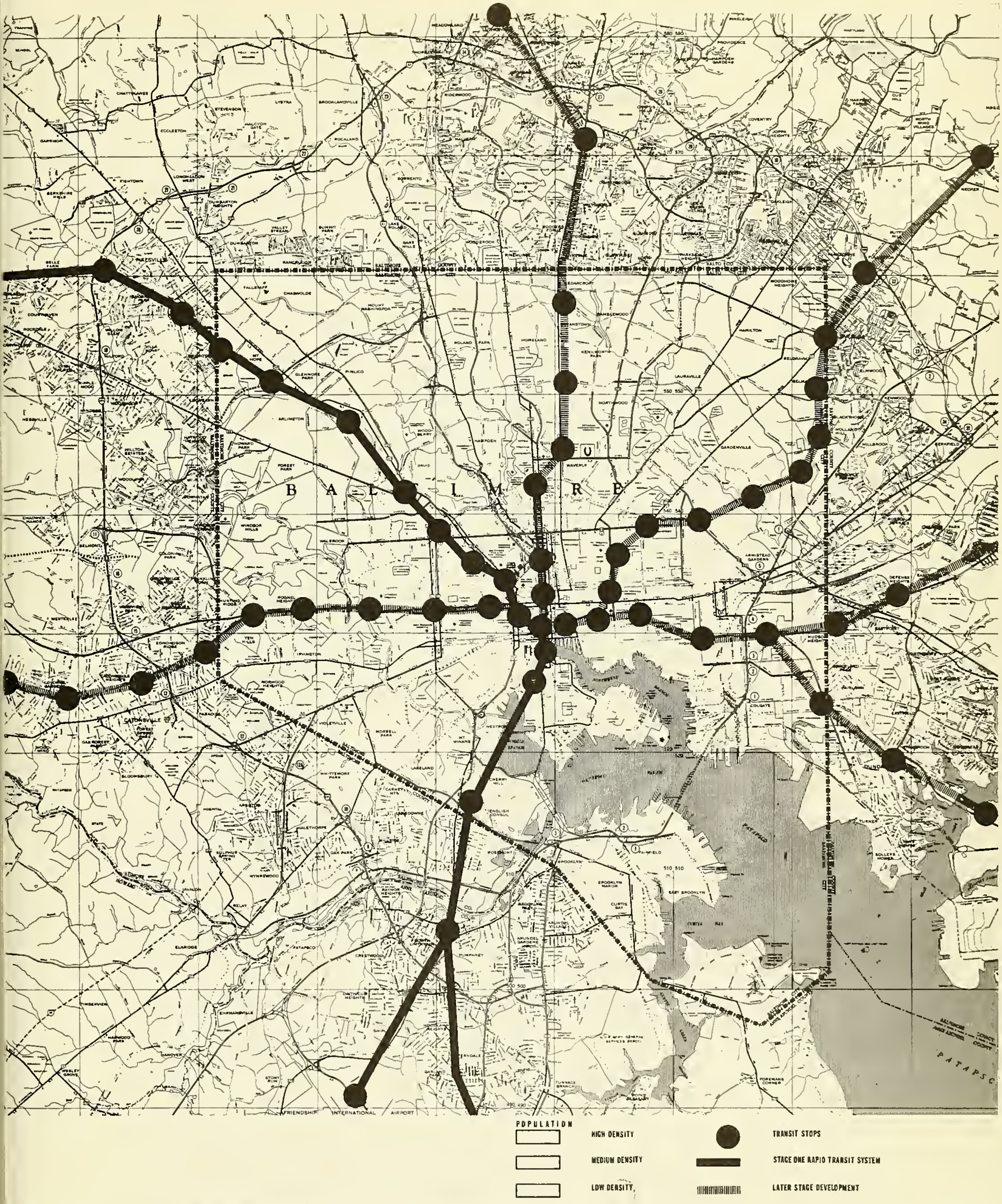
PLANNED METRO. TRAFFIC

E. Rapid Transit System

A comprehensive and detailed feasibility study for the proposed Metropolitan Baltimore Rapid Transit System was published in November 1968. The proposal is for a six-line radial plan centering on the CBD. If the proposal is implemented, the first leg, it is hoped, would be built at about the time of the first stage of the proposed State Governmental Center expansion. This leg, running from the northwest suburbs of Randallstown and Pikesville, would have a Mount Royal stop before passing through the CBD and continuing south to Friendship International Airport and Anne Arundel County. All sections of the system within the center city would be below grade.

A well-planned rapid transit system can provide many social and economic benefits to the region--inexpensive, rapid, comfortable, clean and dependable transportation, and greater ease of movement into and out of the city and throughout the region. It provides wider access to jobs for workers, and a wider labor-force base for employers. It also can reduce surface traffic congestion in the city and on the thoroughfares of the region, and reduce the pressure on parking facilities in the center city. It can also enhance real estate values in the areas served by the lines, thus broadening the tax base. It attracts new business and industry and thus expands the job market. It can open up new areas for development and contribute to the revitalization of the urban core.

We would therefore hope that the rapid transit system is approved, and the proposed plan implemented in the immediate future. Further, we recommend that the mechanical equipment be compatible with the Washington Metro system to allow for an eventual linkage between these two cities.



METRO. MASS TRANSIT

F. Traffic Access System

Major access to the Governmental Center site is via the Jones Falls Expressway, and consideration must be given to providing direct access from the expressway to the site in both directions. Access to southbound ramps must be provided via Eager Street. Biddle Street could be connected to Eager Street by using part of the diagonal Read Street, but this would necessitate the acquisition of some property, which we would prefer to avoid if possible, in order to spare demolition of a charming block.

The complementary northbound exit from the expressway should connect with Chase Street and Preston Street, if possible. Access to and from the north at present is somewhat circuitous, with surface distribution from the ramps to Mount Royal Avenue at North Avenue. The other principal access to the site is via existing surface streets. Modifications are needed for the streets that end at the Jones Falls Expressway right-of-way without being routed into continuing streets.

The principal east-west streets that border the site are Dolphin to the north and Biddle to the south. The current proposal is to use them both as two-way thoroughfares, providing a continuous east-west circulation system, with Biddle linking up with I-70 to the west and the Jones Falls Expressway east of the project area. Biddle thus becomes a strong access route from all directions to the south side of the site, and requires a very high-capacity design to accommodate the anticipated traffic loads.

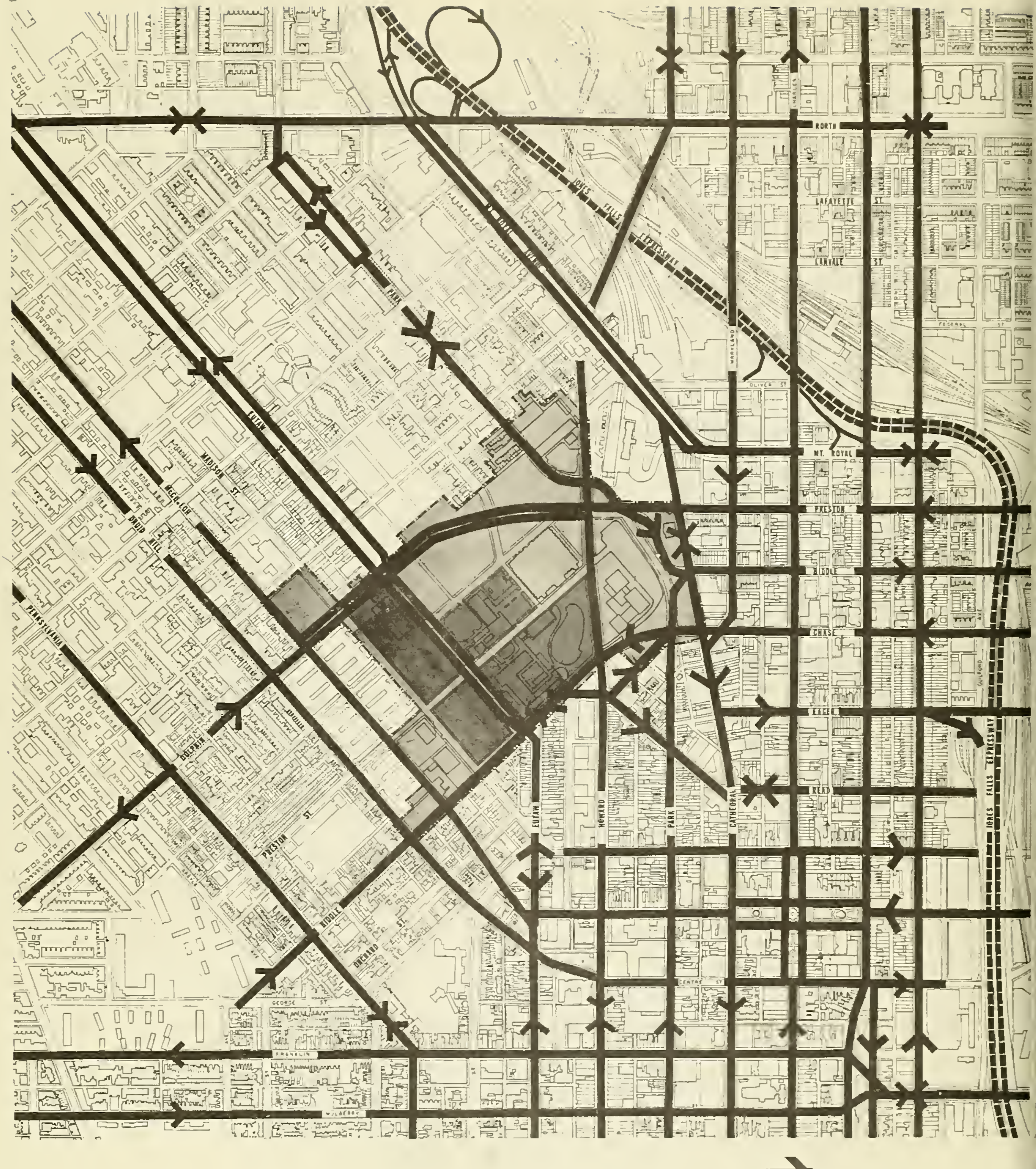
Dolphin Street on the north side of the site is also significant, but considerably less so than Biddle Street, because it does not connect to the expressways. For the purposes of the project, the widening of Dolphin Street to a two-way thoroughfare as far west as Pennsylvania Avenue would accommodate the access needs of the project area. North of the project area, Mount Royal Avenue would be maintained as a two-way link with the northbound Jones Falls Expressway, continuing to parallel the expressway and forming a pair of frontage roads along the expressway east of the project site.

North-South Circulation

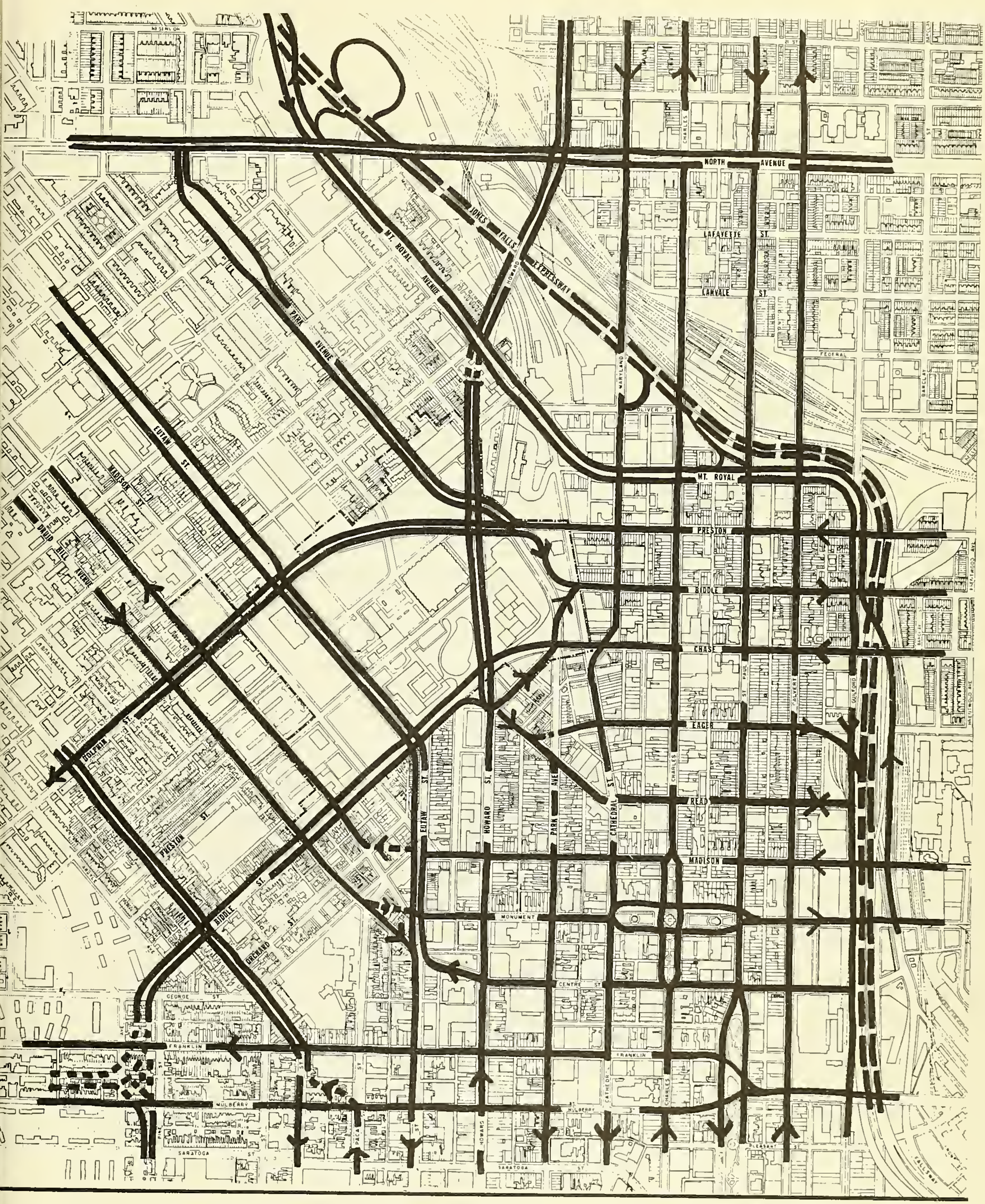
The pattern of north-south circulation has been developed by clarifying existing circulation patterns to form a more comprehensible system and to obtain maximum continuity for all available routes. The change in street pattern orientation north of Franklin Street creates a number of non-right-angle turns and awkward connections which should be improved. Our objective has been to retain the current pattern of one-way couplets wherever possible and adjust them where necessary. The planning objective is to connect the pattern of northwest-southeast streets with the pattern of north-south streets in order to develop as much continuity as possible in both directions. These patterns are all mapped in detail in the proposed traffic plan on Page 35.

Another street that offers difficulties is Park Avenue, which at present intersects with Howard and Preston Streets. We have suggested terminating it at Preston and Biddle Streets, as the least complicated solution, if it must be maintained.

This proposed pattern of major circulation would comprise the principal network of continuous streets. All other streets could be vacated, used for service and access, or subordinated in some manner so that they do not interfere with the principal routes.



EXISTING TRAFFIC



CONCEPT TRAFFIC PLAN

G. Building Area Analysis

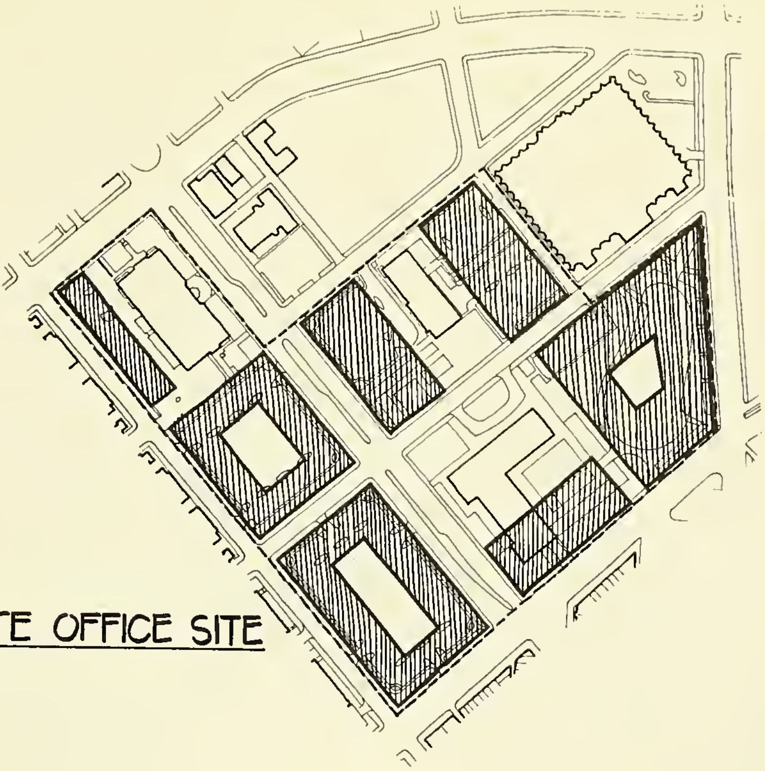
The purpose of this analysis was to determine the capacity of the site for office space, assuming the most feasible use of the land.

Existing Site

If the present state-owned land were utilized to maximum site coverage--that is, total area minus street area and a minimal 25% of open space, approximately 675,000 square feet of building area could be provided on one floor. Therefore, with buildings of varying heights, between three and five million square feet of office space could be provided. However, it must be emphasized that such a range of development would depend on the carrying capacities of the street system and the proposed transit system. The higher figure of five million square feet would be dependent on the implementation of the transit system proposal, which would reduce the parking requirements.

Long-Range Projected Site

If at some future time the Fifth Regiment Armory should be phased out of operation through an evolutionary process, we would suggest that the State use this land for ultimate governmental center expansion.



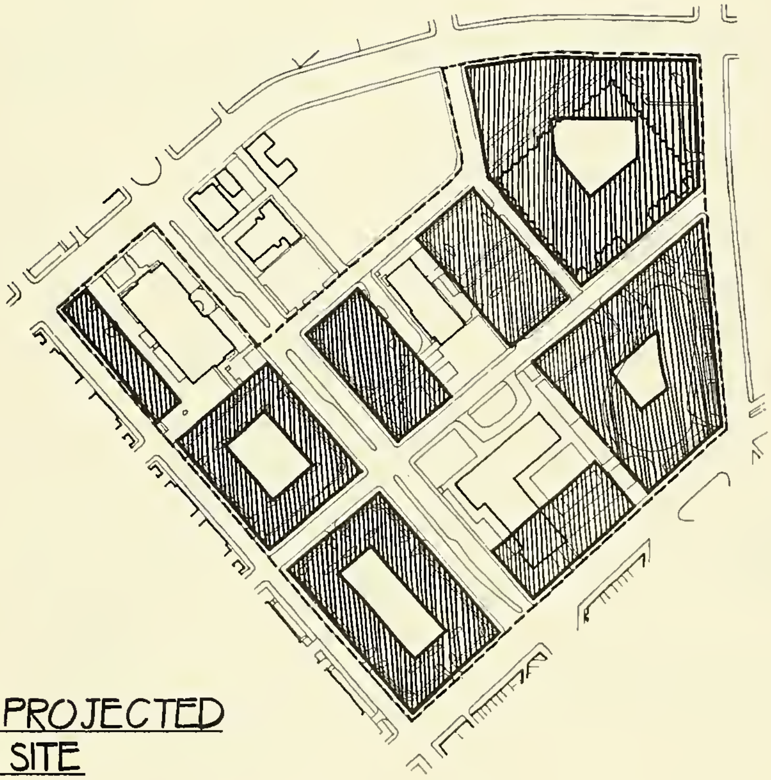
EXISTING STATE OFFICE SITE

AREA = 997,000 FT^2
-STREETS = 97,000

TOTAL = 900,000 FT^2
-25% OPEN AREA = 225,000

TOTAL = 675,000 FT^2

$$\frac{1{,}000{,}000\,FT^2}{675{,}000\,FT^2} = \text{APPROX. 2 STORIES}$$



LONG RANGE PROJECTED STATE OFFICE SITE

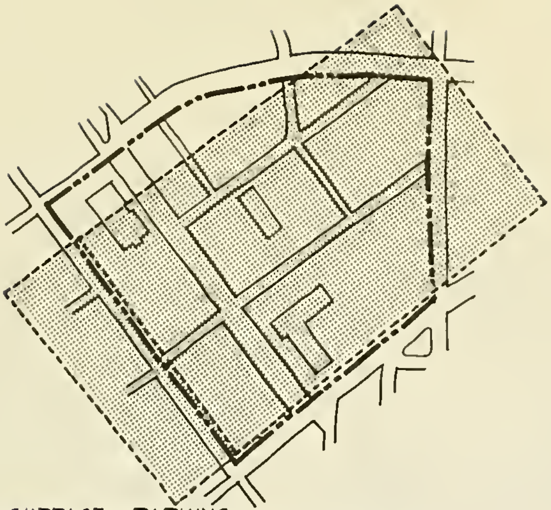
AREA = 1,211,800 FT.^{2}
-STREETS = 121,850

TOTAL = 1,089,950 FT.^{2}
-25% OPEN AREA = 272,488

TOTAL = 817,466 FT^2

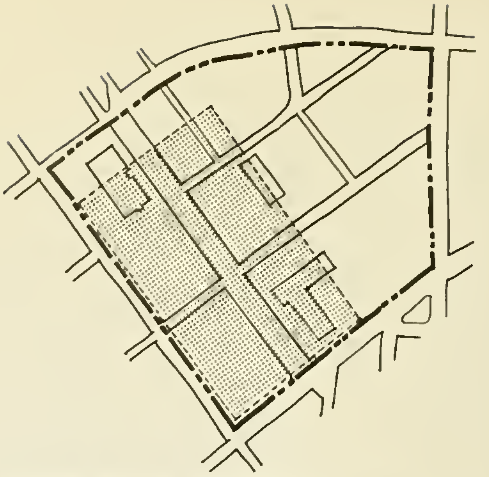
$$\frac{1{,}000{,}000}{817{,}466} = \text{APPROX. 1 STORY}$$

BUILDING AREA



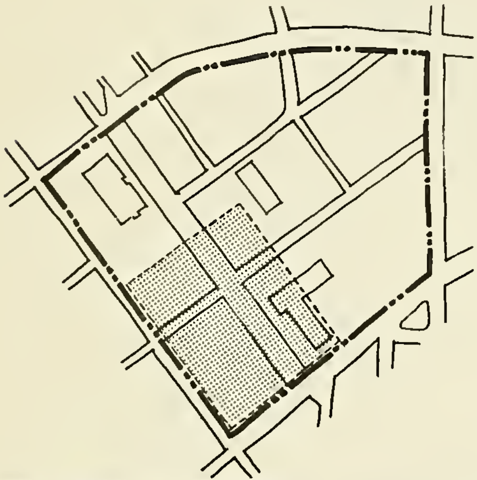
SURFACE PARKING

4850 SPACES @ 400 SQ. FT./CAR = 1,940,000 SQ. FT.
BASED ON ULTIMATE DEVELOPMENT WITH 18,000 EMPLOYEES



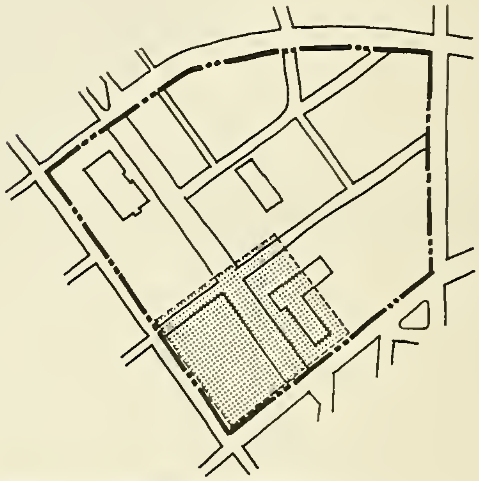
THREE LEVELS OF PARKING

4850 SPACES @ 400 SQ.FT./CAR = 3 LEVELS @ 647,000 SQ.FT.
BASED ON ULTIMATE DEVELOPMENT WITH 18,000 EMPLOYEES



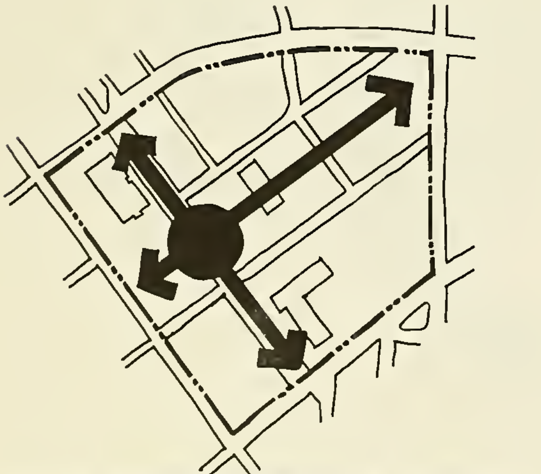
FIVE LEVELS OF PARKING

4850 SPACES @ 400 SQ.FT./CAR = 5 LEVELS @ 388,000
BASED ON ULTIMATE DEVELOPMENT WITH 18,000 EMPLOYEES



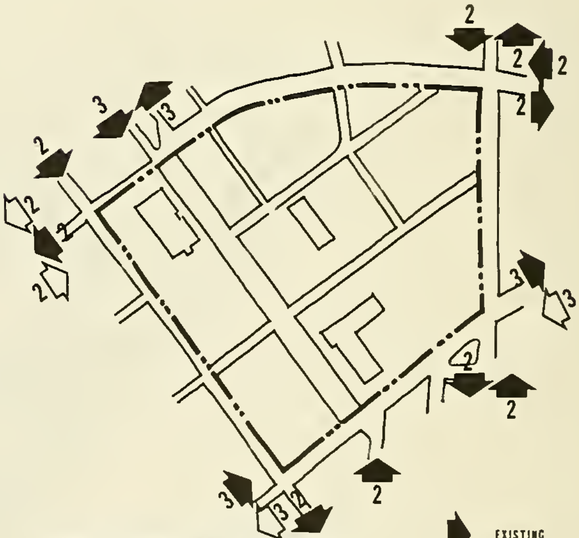
SEVEN LEVELS OF PARKING

4850 SPACES @ 400 SQ.FT./CAR = 7 LEVELS @ 277,000
BASED ON ULTIMATE DEVELOPMENT WITH 18,000 EMPLOYEES



ESTIMATED LANE REQUIREMENTS & DIRECTION

2600 PARKING SPACES MOVING @
500 CARS/LANE/HOUR = 6 LANES



ESTIMATED LANE CAPACITY
OF PERIMETER STREETS

PARKING ANALYSIS

H. Parking Analysis

The following table shows transportation characteristics for employees and visitors for three different periods, including 1968, after completion of the first leg of the rapid transit system and the first phase of construction, and at ultimate expansion capacity after completion of the six-leg radial transit system. This table is based upon the optimistic projections of transit use, favorable conditions for parking needs and maximum traffic capacities. With a lower transit-use factor the parking and traffic needs would be of a much higher magnitude. The table has also assumed an increase of car pooling from approximately 1.5 people per car today to 1.75, which we consider to be an upper range for current estimating purposes.

Travel Mode	1968	First Stage	Ultimate Development
Employees:	3500	8,300	18,000
Driving	53%	35%	23%
Carpool & Walk	25%	15%	17%
Transit	22%	50%	60%
Visitors:	1600	3,800	8,200
Driving	50%	43%	40%
Driven	25%	22%	20%
Transit	25%	35%	40%

The principal figures derived from this table are the number of parking spaces required for employees and visitors. With 23% of employees driving under total site utilization, this would amount to 4,140 employee cars for which parking must be provided. The vast majority of these employees would be parked all day, entering in the morning and leaving in the evening, although some may use their cars at lunch time. However, there are also many state-owned cars and private cars used on state business, which already number 574. These vehicles would travel in and out of the garage during the day and increase the rate of parking space turnover. There are also spaces to be provided for Board and Commission members and other special purposes.

Considering all these various types of permanent parking and their turnover characteristics, there will be an approximate turnover factor of 1.2 for those parts of the garage used by employees, Board and Commission members, State-owned cars and private cars on State business. The total number of parking spaces needed may be determined by projecting all these types of parking into future needs. As an example, if parking had to be provided for 4,140 employee cars, 1,000 State-owned cars and private cars used on State business, which may be a reasonable projection of current figures, a total of 5,140 cars would require parking. At a free parking turnover ratio of 1.2 this would require 4,300 parking spaces.

Visitor parking characteristics appear to indicate that the rate of growth in visitor parking is the same as for employee parking. Thus, the daily average of 1,600 visitors (using all modes) today might increase to 8,200 in the program of total site utilization. The transit use estimates indicate an optimistic 40% of the visitors will use transit, with 40% driving and 20% being driven. The average parking time is 47 minutes with some variation of occupancy factors during different parts of the day. Assuming a modest average turnover factor of 6.0, 550 spaces would be needed to accommodate the 3,300 visitors' cars. Therefore, total parking for employees and visitors would equal 4,850.

To further break down the 4,300 employee spaces--there are employees who simply enter in the morning and leave in the evening and do not use their cars during the day, and others whose cars are used for State business and require more convenient in and out privileges. If 1,500 of the 5,140 cars that comprise this group were to be used during the day, it may be assumed that these vehicles would have a turnover ratio of about 2. The total number of spaces required for these vehicles would then be 750. Thus, a total of about 1,300 spaces would normally require more convenient parking space and the remaining 3,550 spaces could actually be in other areas of the garage.

I. Traffic Generation

The total 4,850 parking spaces required for the project will generate different types of traffic according to type of use. The traffic access system is generally established on the basis of peak hour traffic flow characteristics so that the design of the street system is largely dependent upon the afternoon peak hour when employees leave for home. With 4,140 employee cars being driven to the complex at work hours staggered over a one-hour period to minimize traffic loads on the adjoining street system, we can assume a peak volume at rush hour of 50%. With less staggering permitted, the peak hour volume would be higher and the problem much more severe. A 50% peak hour load factor would comprise 2,070 employee vehicles leaving per half hour period.

In addition to employees there are also Board and Commission members leaving during this period, but the number would be quite small, perhaps 50 during the peak hour. With approximately 3,300 visitors driving to the complex daily, it may be estimated that approximately 10%, or 300, may be leaving during the peak hour. Thus, the total leaving peak would be approximately 2,400 vehicles per half hour.

This is a sizable peak hour load, as can be illustrated by the types of facilities needed to handle loads of such magnitude. A 6-lane freeway can generally handle between 1,500 and 2,000 vehicles per hour per lane during a peak period. Surface-street traffic lanes handle about one-third of that. Thus, four surface street lanes would be required to handle the full traffic access load of the expanded state office complex (18,000 personnel) during the peak hour.

J. Street Analysis

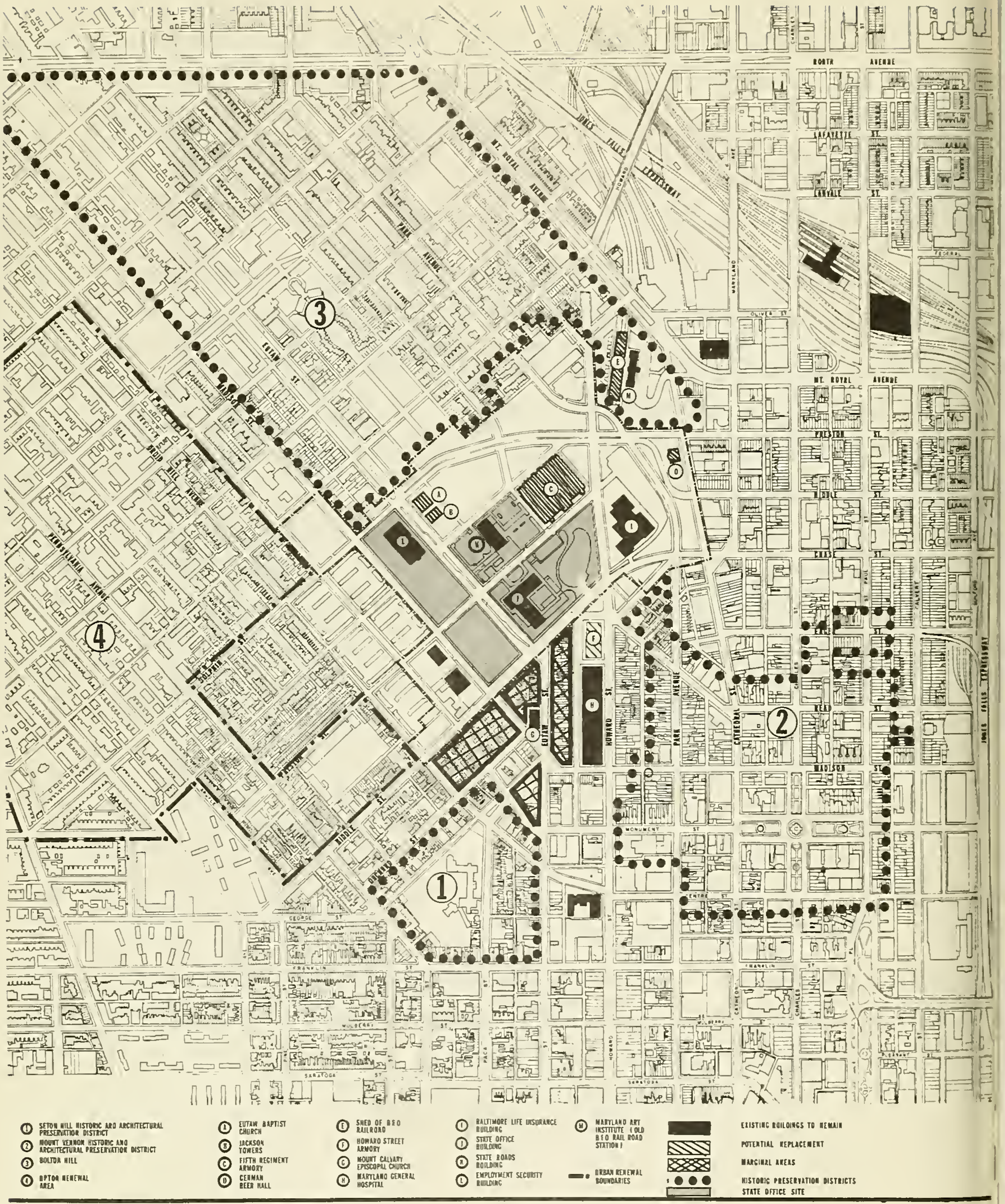
An elementary evaluation of the adequacy of the street access system to the complex may be obtained by drawing a cordon line around the entire complex and counting the number of lanes leaving the area that can logically be connected with the parking garage system. A rough count based upon the maps available indicates that there are about 24 lanes that leave the complex in all directions.

An estimate of current traffic volumes utilizing this cordon of streets indicates a traffic total of about 50,000 cars per day. This figure is extremely rough because many traffic volumes were not shown on the maps provided. This range of volume might utilize about half the capacity of the existing cordon lanes leaving the area. Theoretically, there might thus be twelve lanes available to take traffic away from the site, which well exceeds the minimum of four lanes needed.

Unfortunately, traffic will not distribute equally in all directions onto all the street lanes available. It will usually concentrate along lanes leading to major traffic facilities such as expressways, and it is necessary to determine this directional distribution by an origin-destination analysis.

On examination of the pattern of streets and the pattern of access to the expressway system, it becomes obvious that the Biddle Street route becomes the key to the traffic access problem, since it provides the principal connection to expressways to the west, south and east. Thus the Biddle Street route requires the highest priority of attention.

All major arterial facilities passing through or alongside the site must also be developed to very high standards of design, usually three lanes in each direction with left-turn pocket lanes. The present abrupt termination of many of these routes immediately beyond the site is of great concern since each route is limited by the capacity of its weakest link. The continuity of major streets and the continuity of route capacity must be considered together to achieve a workable system.



PHYSICAL FACTORS

K. Physical and Historic Factors

The character of the area surrounding the Governmental Complex is determined to a great degree by establishing institutions and neighborhoods, many of historic importance to Baltimore. These form the physical and social framework into which the Governmental Center must be fitted. Their location and character have an influence on the planning of the full development.

Seton Hill Historic Preservation District

To the south is a historic and architectural preservation district called Seton Hill, centering on St. Mary's Seminary. The area itself has great architectural quality and charm, and attempts should be made to avoid isolating it, but rather to link it to communities nearby.

Mount Vernon Historic District Preservation

To the southeast is another historic and architectural preservation district called Mount Vernon. The cornerstone of this neighborhood, and a major landmark for the city, is The Monument--a statue of George Washington. A renewal plan approved in 1964 emphasized rehabilitation of 428 private dwellings, and designated less than 10% of the 92 acres for clearance.

Bolton Hill

Thirty years ago, Bolton Hill, to the north, was one of the finest residential neighborhoods in Baltimore, but peripheral decay set in, and the area began turning into a slum. Some residents, eager to preserve the gracious brownstone houses, banded together and formed a stock company, Bolton Hill, Inc., in 1953. By 1965, the neighborhood was restored to such popularity that Bolton Hill, Inc. was able to disband. This neighborhood is one of the finest examples of how both private and public action can preserve and improve a residential community. Private developers using sites made available through the Baltimore Urban Renewal and Housing Authority have built townhouses and there is 221 (d)3 housing for low-and middle-income tenants and for the elderly. Individual property owners have rehabilitated the existing row houses. The last fifteen years have witnessed the change from a deteriorating neighborhood into one of the finest, if not the finest, in Baltimore.

Upton Renewal Area

To the west is the Upton Renewal Area, which connects Harlem Park with Madison Park South. This 139-acre area consists mainly of row houses of 1880 vintage and some commercial and industrial establishments.

Maryland Art Institute

Directly northeast is the Maryland Art Institute. One of their major buildings is the old B & O Railroad Station, one of Baltimore's finest landmarks, with a clock tower nearly 200 feet tall. This building has been brilliantly remodelled to provide a library and studios for the Institute.

Buildings that Must Remain

Surrounding the project on all sides are several important buildings which must remain in the long-range development of the total area. These include the Mount Calvary Episcopal Church (a landmark), the Maryland General Hospital, the Baltimore Life Insurance Buildings, the Maryland Art Institute, the Fifth Regiment Armory, and perhaps Deutsches Haus at Preston Street.

Soft Areas

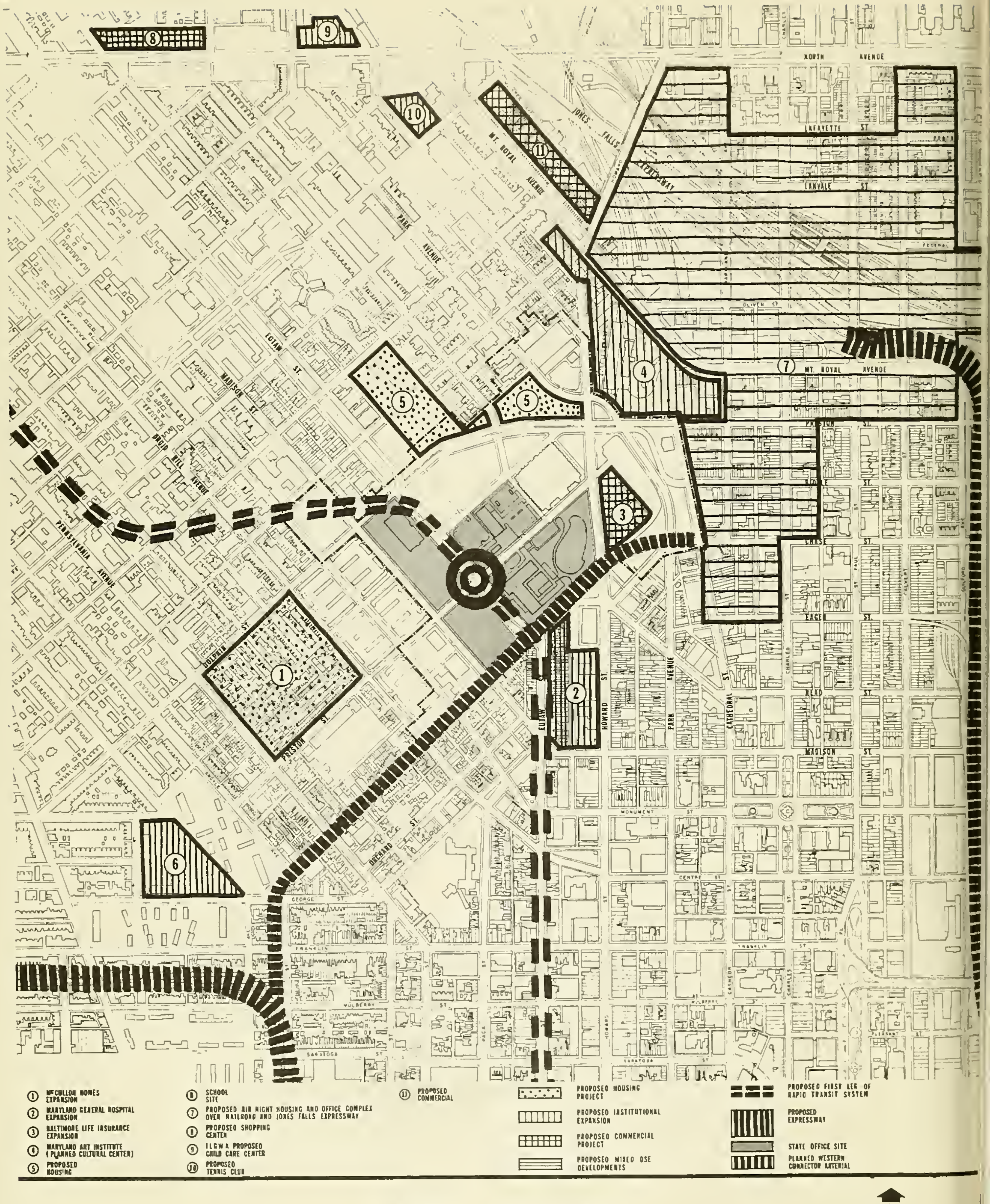
Those areas around the project that would lend themselves most easily to redevelopment, and that might be improved under the influence of the Governmental Center expansion program are primarily to the south, between the Mount Royal Plaza urban renewal area and the Seton Hill Historic Preservation District. Between Orchard and Biddle Streets, Eutaw and Druid Hill Avenue, there are many sub-standard residential and commercial buildings which have little or no potential for rehabilitation. Directly to the east, between Preston and Chase Streets, and on Charles, there is another area that has potential for redevelopment.

Mount Royal Plaza Urban Renewal Project

Within the project area, there are several buildings which in the long run can probably be removed or redeveloped. The Eutaw Baptist Church, although a perfectly good structure, is at present without a congregation, and there seems to be no potential for one in the area. East of the church is an apartment building of similar vintage and similar potential. Adjacent to the church is the old Jackson Towers office building, which with the growth of the activity around the Governmental Center, would have potential for profitable redevelopment.

The Fifth Regiment Armory

An extremely important structure within the project is the Fifth Regiment Armory. Its history and future are significant to the total development picture for the Governmental Center. At present the Armory continues in active use by the Maryland National Guard. It is used as well for conventions, trade shows, and civic functions. If these uses were ever to diminish, and the Armory undergo an evolutionary phase-out, the State, which owns the land, could use the site for ultimate expansion of the Governmental Center.



PLANNED DEVELOPMENTS

L. Developments Planned for the Area

In order to promote harmonious growth of the entire community, planning of the Governmental Center expansion was based on full knowledge of new development in the surrounding area. Both public agencies and private institutions are planning new developments, or improvements or expansion programs. The ones currently being planned are mapped on page 48. They include:

Mount Royal Plaza Urban Renewal Project

Within the urban renewal area there are the second phase expansion of the Baltimore Life Insurance Company building on Howard Street, and new residential buildings, both low and high-rise, on parcels 1B, 14D, 14E, 14K, 14L, 9A, and 9D.

McCulloh Homes

To the west, McCulloh Homes, a 434-unit, two-and three-story low-income public housing project, built in the early 1930's, will be more than doubled, with a 516-unit expansion between Druid Hill and Pennsylvania Avenues.

A public school is planned west of Argyle Avenue between Preston and George Streets.

Maryland General Hospital

Just south of the renewal area, the Maryland General Hospital has an expansion program that envisions a medical center bounded by Madison, Eutaw, Biddle and Howard Streets, with Linden Avenue as the access road. The floor space of the existing hospital would be expanded by increasing the height of two low west wings. An administration building, facilities for extended-care patients and the aged, and expansion of the existing nurses' residence, would create a stable medical complex with a minimum life of 25 years. This plan is based on the assumption that the northwest connector of the Baltimore City loop will not be built. The hospital is acquiring property as it becomes available, and would buy the remaining parcels on Eutaw and Biddle Streets and begin construction immediately if a tenant were available to share space in the proposed building. Purchase of the Richmond Market Armory, north of the hospital, is being considered. The hospital now owns approximately 20% of the land on Eutaw Street, and is planning to increase this percentage to 25%.

Maryland Art Institute

To the northeast, the Maryland Art Institute has prepared two expansion schemes, the first of which proposes a combined art institute and community facilities building of 140,000 square feet, to be built on air rights over the B & O Railroad tracks, adjacent to their remodelled railroad station studio building. The second scheme proposes a 40,000-square foot art institute building, adjacent to their present facilities, and reserves the air rights, to which the Institute has title, for outside development, for such uses as theaters, children's workshops, neighborhood commercial facilities, etc. Both schemes suggest a parking structure and pedestrian mall directly over the railroad tracks. They realize that the second of these schemes is much more flexible, and would be receptive to any proposals that might be made for the air-rights site. They would like to see a parking complex integrated into any proposed plan, for joint use by the Art Institute and the Governmental Center.

Air Rights Development over the Railroad Yards

Northeast of the Governmental Center, there is a proposed urban renewal scheme for a housing and office complex on air rights over the railway yards and the Jones Falls Expressway. If such a scheme should materialize, a strong linking of this project to the Governmental Center could be very vital to the community in general.

Bolton Hill and Mount Royal

On Mount Royal Avenue to the north, a new office and commercial development is now under construction, and the avenue right-of-way itself is being improved. Nearby, members of the Mount Royal Improvement Association are planning a bath and tennis club, and on the edge of the community, along North Avenue, the International Ladies Garment Workers Union has proposed a child care center. Also along North Avenue, a small local shopping center has been proposed. Within the Bolton Hill area there are several residential projects being planned or built, including 221 (d)3 housing for the elderly, town houses, and high-rise luxury housing.

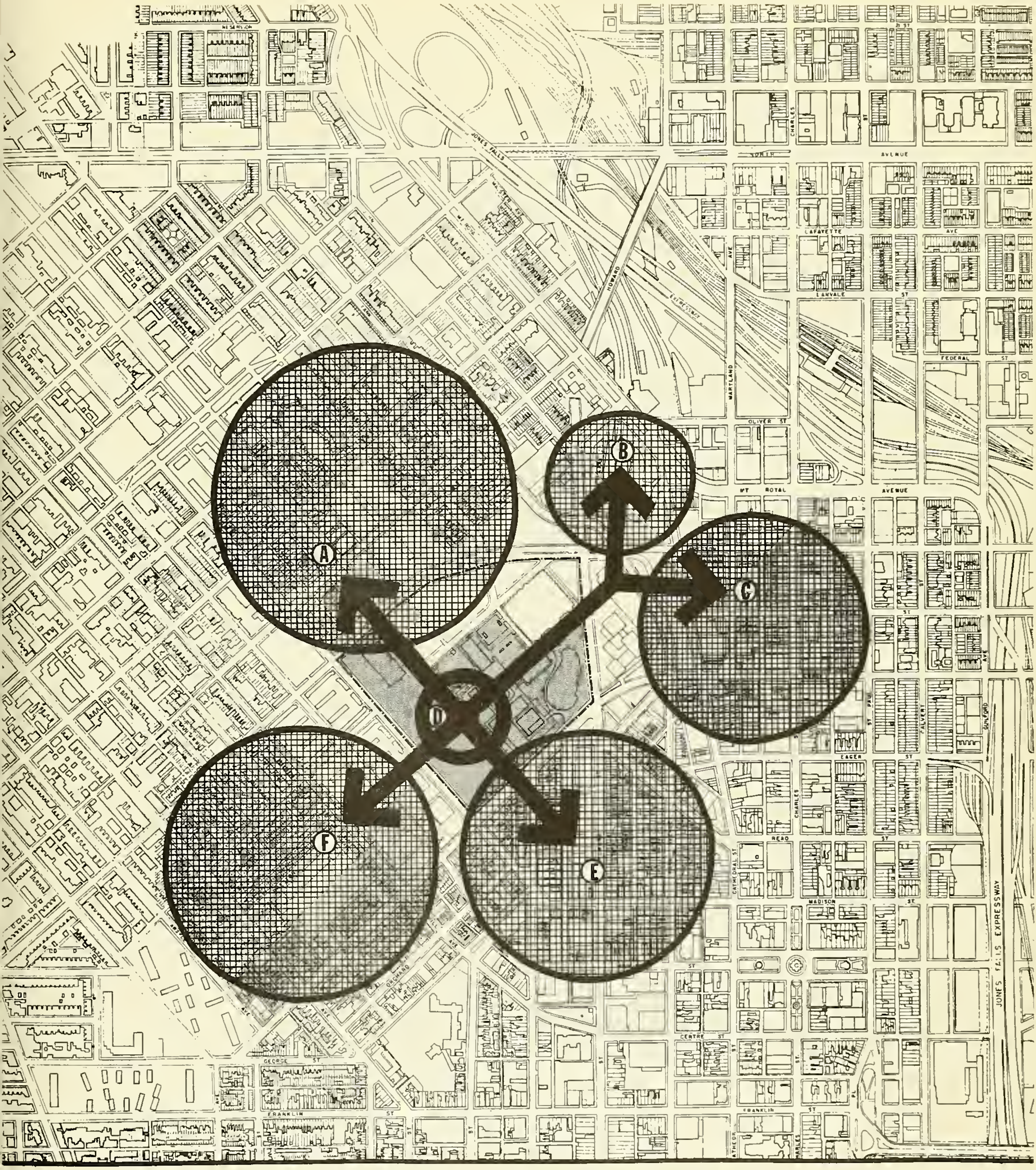
M. Potential Relationships

The expansion of the State office complex should be a means of tying the complex to neighboring communities and unifying those communities into one cohesive segment of the city. The element linking these components together is pedestrian movement and activity.

The key to this pedestrian movement in the future is the planned rapid transit station at Eutaw and Preston Streets. This station will be the greatest generator of pedestrian movement in the area. Therefore, its location and pedestrian movement to and from it are the means for linking the neighboring communities together.

Along these paths of pedestrian movement should be commercial and recreational facilities that give life and activity to them. To the north, (Bolton Hill and Mount Royal) the major pedestrian paths to the station will occur along Eutaw Street and Linden Avenue.

To the south (Mt. Vernon area and Maryland General Hospital) the path will be along Howard and Eutaw Streets. To the west (Upton and McCulloh Homes) the path will occur along Preston Street. And finally to the east (Maryland Art Institute, the Lyric Theatre, Mount Royal Avenue and Charles Street) will occur along Preston and Biddle Streets. These north-south and east-west linkages should be the key elements in generating the form and method of pedestrian movement through the state office complex.



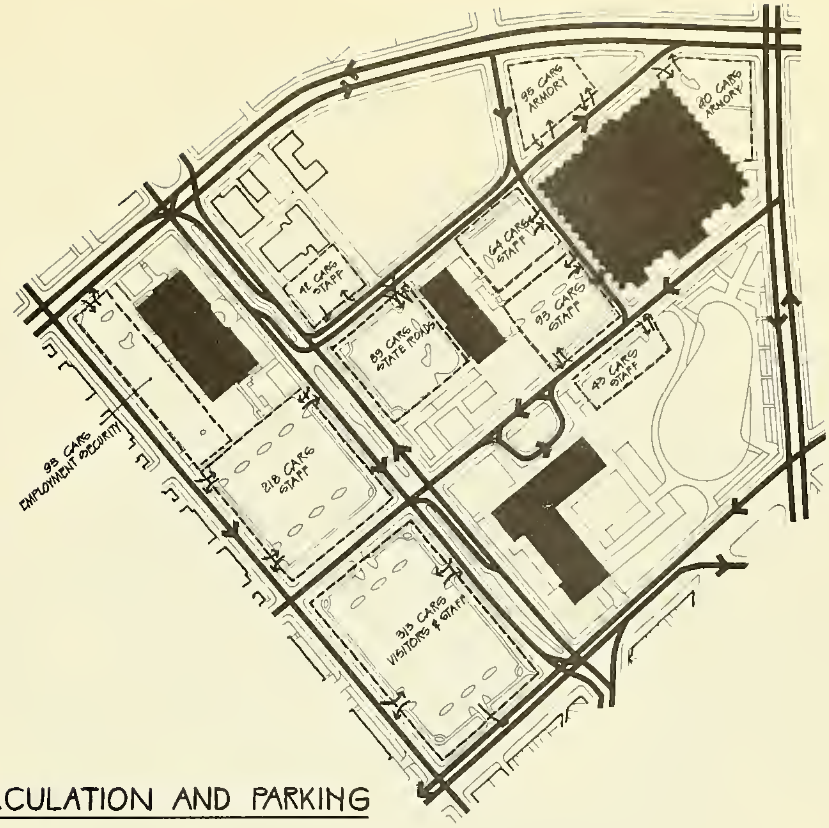
Ⓐ LINKAGE TO BOLTON HILLS AND NORTH
Ⓑ LINKAGE TO MARYLAND ART INSTITUTE
Ⓒ LINKAGE TO CHARLES ST. AND EAST
Ⓓ RAPID TRANSIT DEVELOPMENT
Ⓔ LINKAGE TO MARYLAND GENERAL HOSPITAL AND SOUTH
Ⓕ LINKAGE TO Mc COULOGH HOMES AND WEST

POTENTIAL RELATIONSHIPS

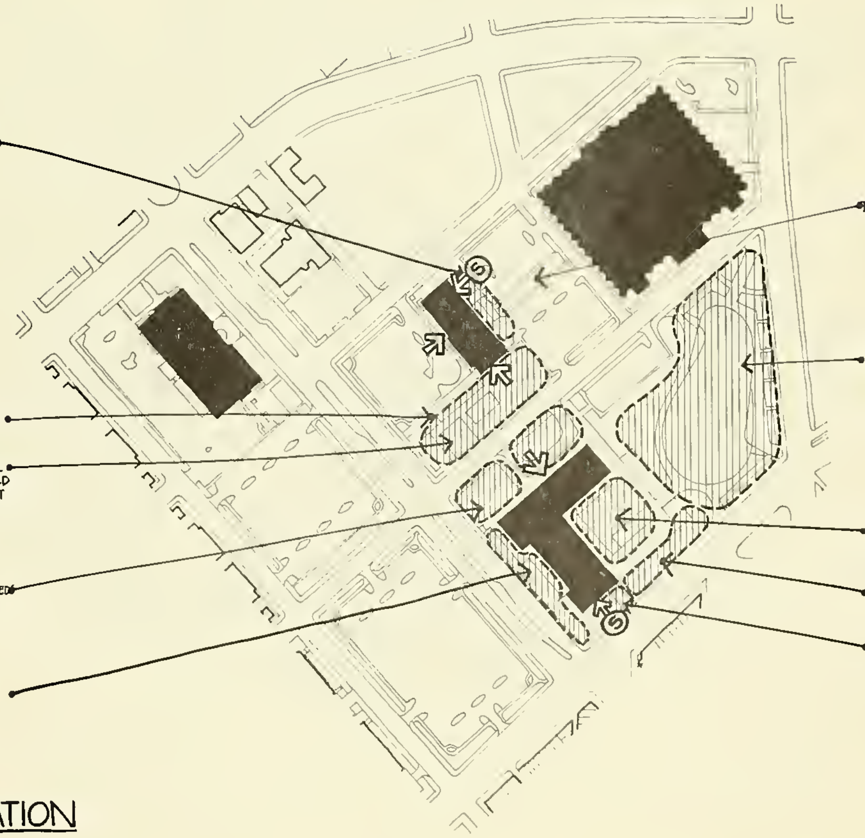
N. Site Characteristics

The single most important factor in our analysis of the utilization of the present site by the state office complex is the large landscaped open space around the major office buildings. We found that these major spaces were underused because they did not relate to major pedestrian movement. This is particularly true of the main landscaped open space on the corner of Howard and Biddle Streets. But it also holds true for the landscaped areas in front of the two State Office Buildings on Preston Street. These spaces, although pleasantly treated, are not particularly used either by passing pedestrians or by the office workers, nor do they contribute significantly to the overall complex.

Service entries to the individual buildings are not related to each other, though they function reasonably well as they now exist. The existing circulation and parking, of course, do not adequately meet present state office needs. There are two major landscaped parking lots as well as five minor ones. Among them the lots accommodate approximately 1,000 cars, well under what is required. For a visitor to negotiate the street systems, find the visitors' parking lot, and locate the office that he is interested in is an extremely difficult task. For the most part, drop-off facilities for the individual buildings are very poor. They are not related to each other, nor do they relate to public parking. This poor relationship between the movement of the general public and the individual buildings and parking for them we think is a crucial fact in the development of a complex of this nature.



EXISTING CIRCULATION AND PARKING



SERVICE ENTRY POORLY LOCATED BECAUSE TRUCKS MUST GO THROUGH PARKING LOT

RETAINING WALL

LANDSCAPED PLAZA AND POOL UNDERUTILIZED, IS NOT RELATED TO PUBLIC CONTACT OR JOINT FACILITIES

LANDSCAPED AREA UNDERUTILIZED

LANDSCAPED SETBACK AND TERRACE UNDER UTILIZED

TERRACED LANDSCAPE

MAJOR LANDSCAPED OPEN SPACE VERY UNDERUSED AND POORLY LOCATED BECAUSE IT IS NOT RELATED TO MAJOR PEDESTRIAN MOVEMENT

POOL AND LANDSCAPED COURT WELL RELATED TO LOBBY AND CAFETERIA

STEEPLY SLOPED LANDSCAPE

SERVICE ENTRY

LAND UTILIZATION

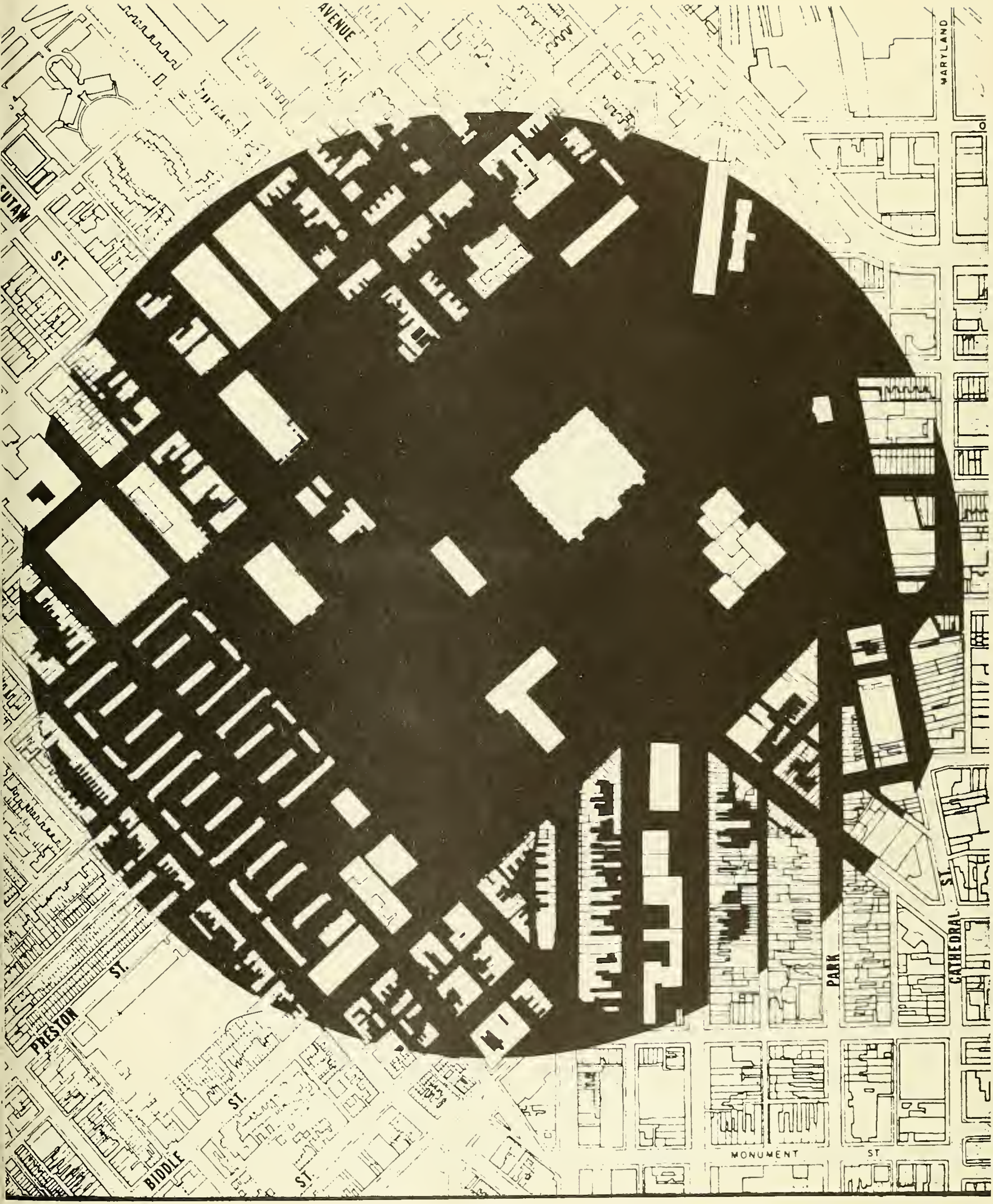
SITE CHARACTERISTICS

O. Open Space Analysis

The most important fact this drawing illustrates is the intimate character of the residential community surrounding the project in contrast to the open character of the project itself. The surrounding communities consist primarily of small three or four-story row houses, which clearly hold to the street line.

The fabric and character of this type of development was changed with the clearance of the Mount Royal Plaza Urban Renewal Area. This was true in many urban renewal projects of this nature, where an existing residential slum was cleared to be replaced by some form of high-rise complex. When this is done, the fabric of the total residential area is altered by vast, open, lonely, and inhuman spaces which have landscaping but no life in them. Buildings devoted solely to office use have no activity around them after working hours.

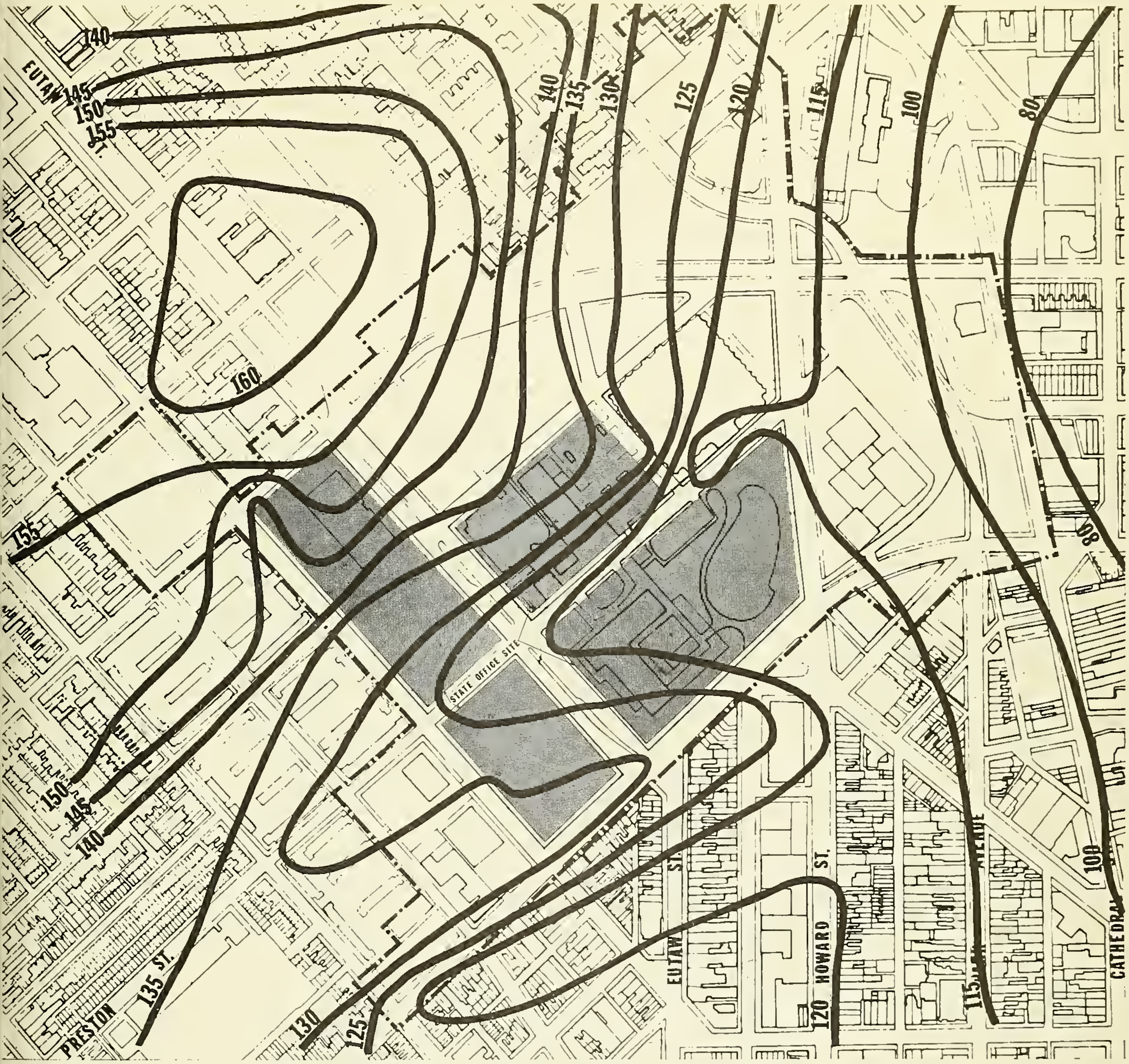
We think it extremely important that any development of the state office complex attempt to knit the communities together, by holding the street lines of the area, and creating very selective open spaces which are strategically located on the paths of pedestrian movement, rather than indiscriminately spread around the project area.

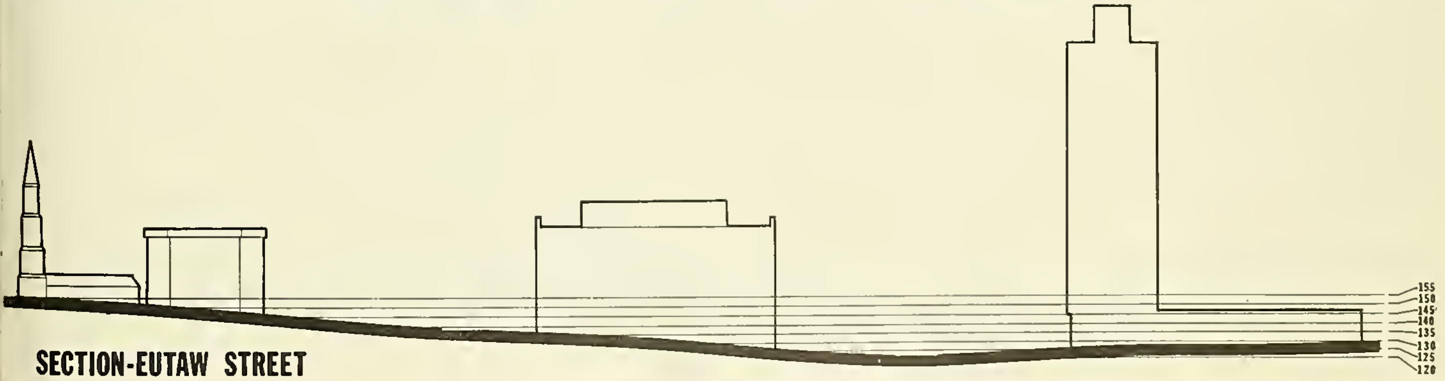


BUILDING COVERAGE RELATIONSHIPS

P. Topography

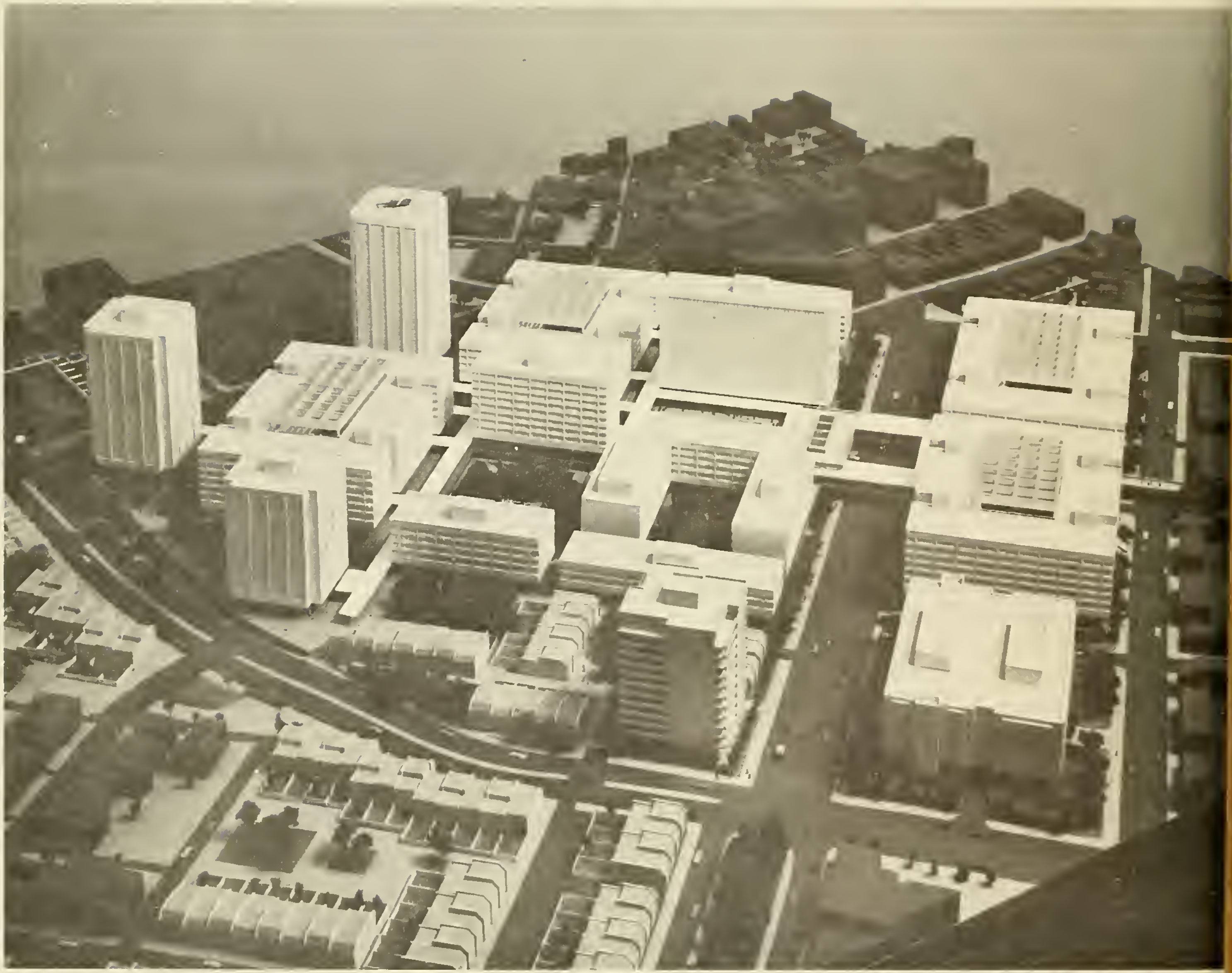
The most important factor in the topography of the area is that the site "dishes down" at Preston and Eutaw Streets so that the high points on Dolphin and Biddle Streets are both above the level of Preston Street. The implication of this is that a pedestrian connection could be made on grade from Dolphin to Biddle Street, bridging over Preston, where vehicular activity and movement could occur below the pedestrian level. Thus the pedestrian paths would connect the communities surrounding the project area to each other and to the proposed rapid transit stop without the need for crossing lanes of vehicular movement.





SECTION-EUTAW STREET

TOPOGRAPHY



OBLIQUE VIEW OF MODEL SHOWING EUTAW STREET TRANSVERSE

IV THE PLAN

THE PLAN

A. The Concept

The major principle on which the planning concept is based is the creation of two separate and distinct circulation systems, one for vehicles at street grade, the other raised above it for pedestrians, with vertical connections between the two. This system fulfills one of the major goals of the expansion plan, ease of circulation and clarity of access. But it also furthers the other goals--flexibility of expansion, and provision of physical and social ties with the community. The pedestrian network, in combination with the focus of vehicular access along the spine of Preston Street, ties the entire complex together in such a fashion that any element of the proposed plan may be developed and become an organic part of the complex, related to the whole through the circulation system. The pedestrian system also allows for physical links with the community by bridging the peripheral streets, and allows for social links in the form of community amenities and shops that will be accessible along it.

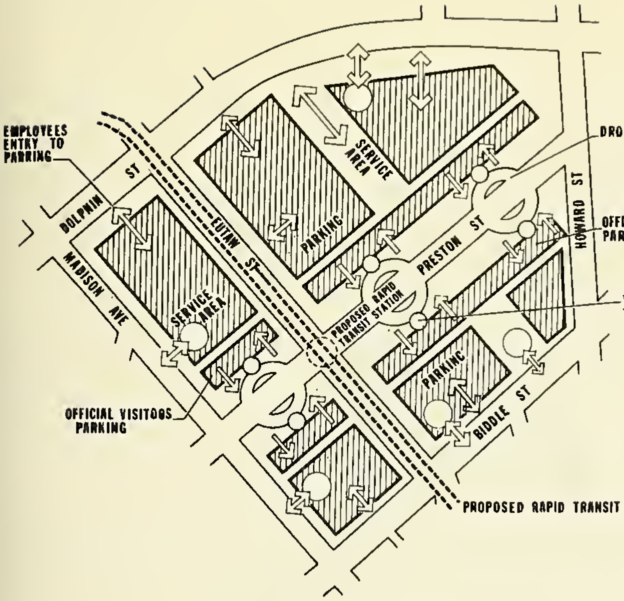
Vehicular Level

In the plan for vehicular circulation, Preston Street is designated as the main access way for cars visiting the Governmental Center. All quadrangles front on Preston Street, with a passenger drop-off point and garage access at street level, from which passengers go direct to the pedestrian level by escalator. Preston is planned as a ceremonial traffic way with a wide landscaped median, two moving lanes of cars in each direction, flanked by drop-off lanes that also lead to the ground-level parking area under each building.

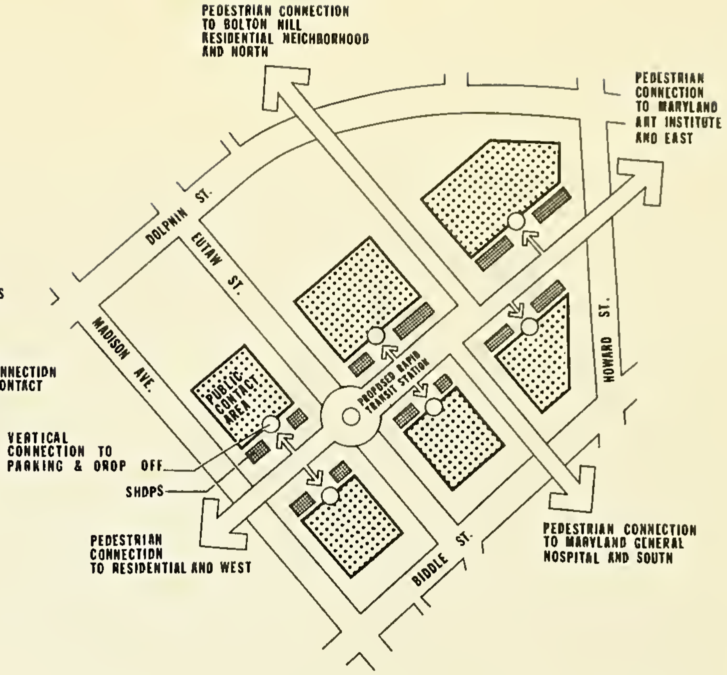
This parking should be for visitors and official cars. The other two parking levels shown in the sectional drawing, which are fed from the peripheral streets, are reserved for employee parking. From these levels, employees will ride elevators direct to the office levels.

Pedestrian Level

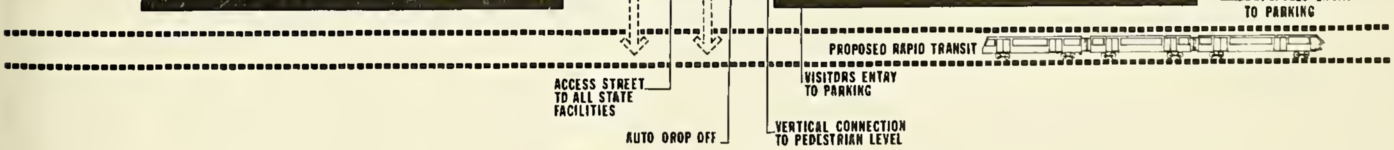
On the raised pedestrian level, people will be able to move safely and freely along the sheltered promenade above Preston Street and the walkways that link it to other parts of the complex and to neighboring institutions and communities. For these neighbors, the walks will provide the link to the proposed rapid transit station. The station entrance will be at the pedestrian level, connected by escalators to the underground trains. Along the promenade, beside the building entries, will be shops, perhaps a cinema, restaurants, and other such facilities. Although integrated architecturally with the government buildings, these commercial establishments must all be accessible from the promenade, so that they can continue to operate after regular office hours, and attract lively pedestrian activity to the Center in the evening and on weekends. Also reached from the walkways will be playgrounds and other recreational and civic facilities that are needed by the surrounding communities and will also be enjoyed by visitors to the complex. Those government departments that have frequent contact with the public must be located directly on the pedestrian level for the convenience of their visitors. Also located on this level, for shared use, should be all interdepartmental services, and facilities like meeting rooms, libraries, and auditoriums.


EMPLOYEES ENTRY TO PARKING
DOLPHIN ST
MADISON AVE
EUTAW ST
SERVICE AREA
PARKING
SERVICE AREA
DROP OFF
PRESTON ST
HOWARD ST
OFFICIAL VISITORS PARKING
PROPOSED RAPID TRANSIT STATION
VERTICAL CONNECTION TO PUBLIC CONTACT SPACE
PARKING
OFFICIAL VISITORS PARKING
BIDDLE ST
PROPOSED RAPID TRANSIT

VEHICULAR CIRCULATION AND PARKING

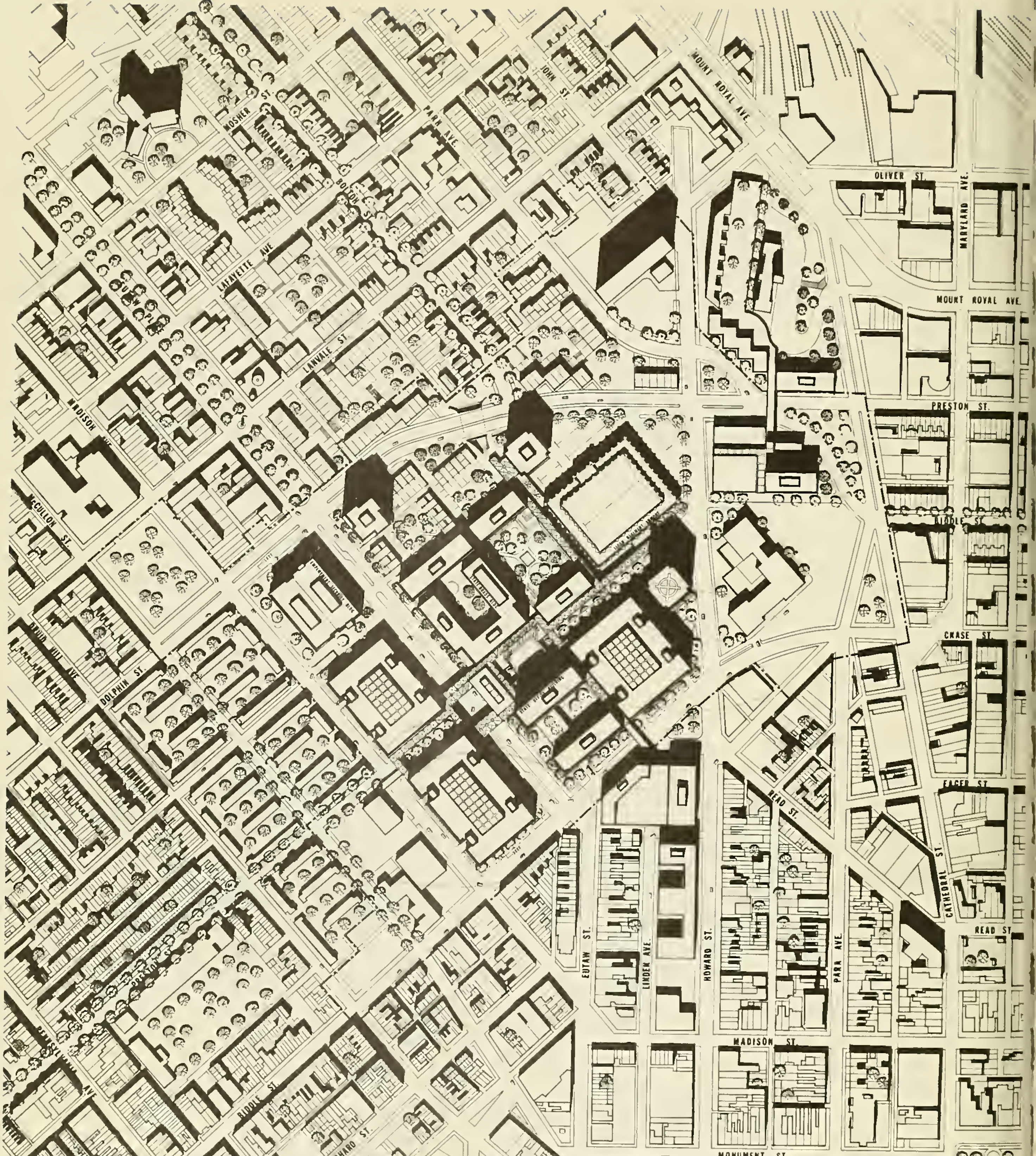

PEDESTRIAN CONNECTION TO BOLTON HILL RESIDENTIAL NEIGHBORHOOD AND NORTH
PEDESTRIAN CONNECTION TO MARYLAND ART INSTITUTE AND EAST
DOLPHIN ST.
EUTAW ST.
MADISON AVE.
HOWARD ST.
PUBLIC CONTACT AREA
PROPOSED RAPID TRANSIT STATION
VERTICAL CONNECTION TO PARKING & DROP OFF
SHOPS
PEDESTRIAN CONNECTION TO RESIDENTIAL AND WEST
BIDDLE ST.
PEDESTRIAN CONNECTION TO MARYLAND GENERAL HOSPITAL AND SOUTH

PEDESTRIAN CIRCULATION


OFFICES
CONTROLLED ENVIRONMENT COURT
OFFICES
RAPID TRANSIT STATION
OFFICES
CONTROLLED ENVIRONMENT COURT
OFFICES
PUBLIC CONTACT AND UNIVERSAL SPACES
PARKING
PARKING
EMPLOYEES ENTRY TO PARKING
PROPOSED RAPID TRANSIT
ACCESS STREET TO ALL STATE FACILITIES
VISITORS ENTRY TO PARKING
AUTO DROP OFF
VERTICAL CONNECTION TO PEDESTRIAN LEVEL

SCHEMATIC SECTION

CONCEPT


MOUNT ROYAL AVE.
JOHN ST.
PARK AVE.
MOSHER ST.
BOLTON ST.
LAFAYETTE AVE.
LANVALE ST.
MADISON AVE.
McCULLOH ST.
DRUID HILL AVE.
DOLPHIN ST.
PRESTON ST.
PENNSYLVANIA AVE.
BIDDLE ST.
ORCHARD ST.
OLIVER ST.
MARYLAND AVE.
MOUNT ROYAL AVE.
PRESTON ST.
BIDDLE ST.
CHASE ST.
EAGER ST.
CATHEDRAL ST.
READ ST.
READ ST.
EUTAW ST.
LINDEN AVE.
HOWARD ST.
PARK AVE.
MADISON ST.
MONUMENT ST.
north
scale:

SITE PLAN

B. The Site Plan

This plan illustrates how the concepts outlined in the previous section can be applied at the State Governmental Center and meet the expansion needs of the State with a minimum of additional land acquisition.

In order to relate to the residential communities around them, which consist of row houses three and four stories high, the government buildings must be kept to a compatible scale. The majority of the office blocks should rise no more than six to ten stories above the level of Dolphin Street. The Baltimore row house generally covers a high proportion of its lot, and fronts directly on the sidewalk, giving a sharply urban quality to the streetscape. The density of ground coverage and the intimate scale of the residential street should be extended within the site, giving the promenades and plazas a delightful sense of enclosure that, coupled with the soothing absense of cars, will make strolling, window-shopping, and outdoor pastimes a pleasure. The open areas in the complex are concentrated in exterior plazas, and in the enclosed, but skylit and landscaped, courtyards of the quadrangles. The plazas and other outdoor facilities such as the ice-skating rink are all located along the paths of natural pedestrian movement.

The existing State buildings and a few slightly taller new towers can be absorbed into the complex by careful placement in relation to the overall plan and the existing institutional buildings in the vicinity.

Every effort should be made to link the Center to these existing institutions and to take account of their expansion, and of new developments planned for this section of the city, to promote harmonious growth.

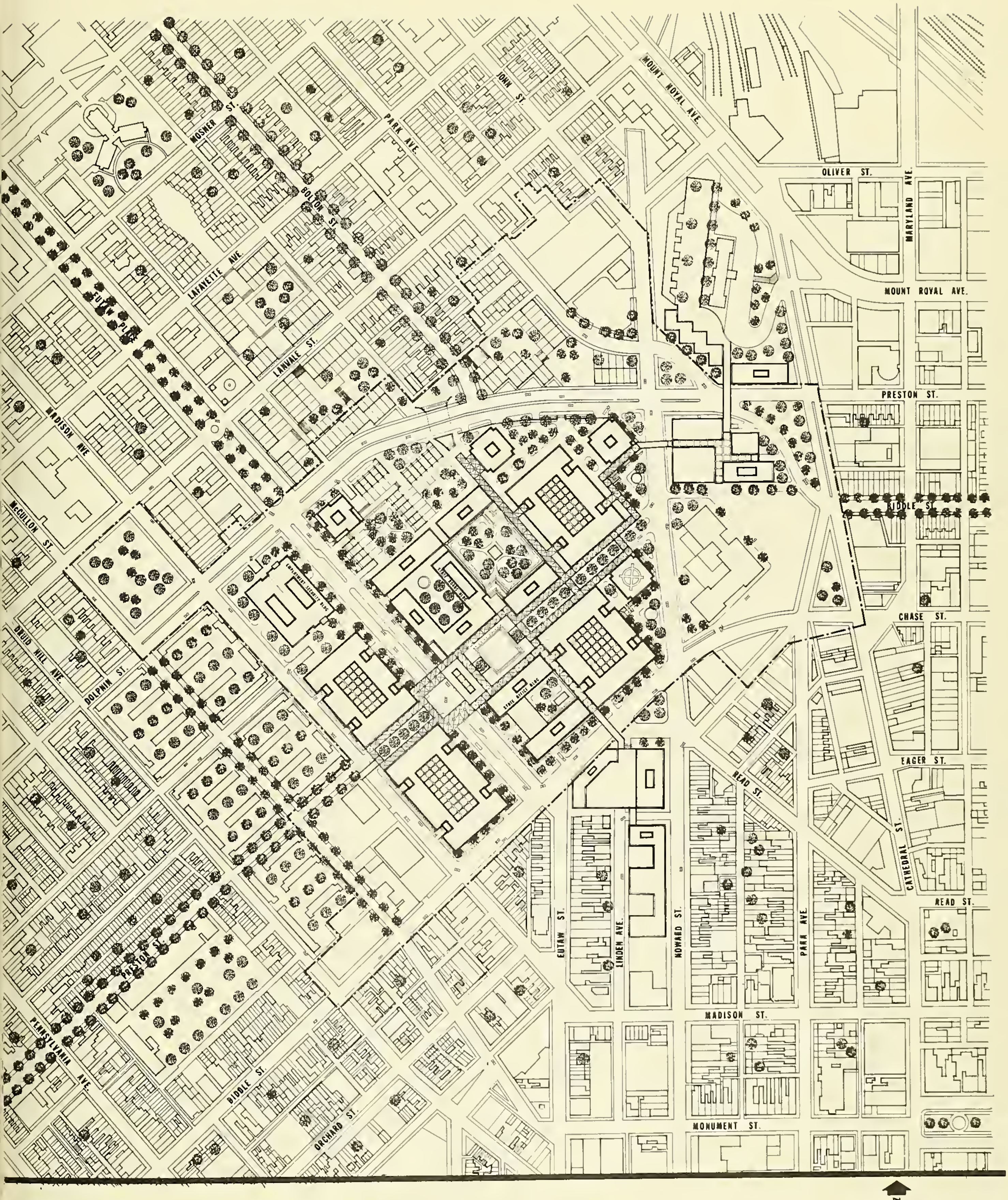
We recommend that the area at the corner of Eutaw and Dolphin Streets, opposite the Employment Security Building, eventually be redeveloped for housing, mainly in row houses with a single apartment tower. This development could be tied into the pedestrian system of the government complex, and would have the advantage of bringing residences back within the Urban Renewal Project area, and furthering the amalgamation of the Project into the community around it.

We recommend that the vacant site north of the Baltimore Life Insurance building be redeveloped as a shopping center.

We suggest that the City of Baltimore complete the pedestrian links between the surrounding neighborhoods and the Governmental Center and proposed Rapid Transit Station.

C. Ultimate Long-Range Plan

If ever the Fifth Regiment Armory were to phase out of operation, the State should develop this property (which it owns) as part of the long-range development scheme, acquiring from the City two small triangular pieces of land adjacent to the Armory, which the City now leases to the Armory for parking space.



ULTIMATE SITE PLAN

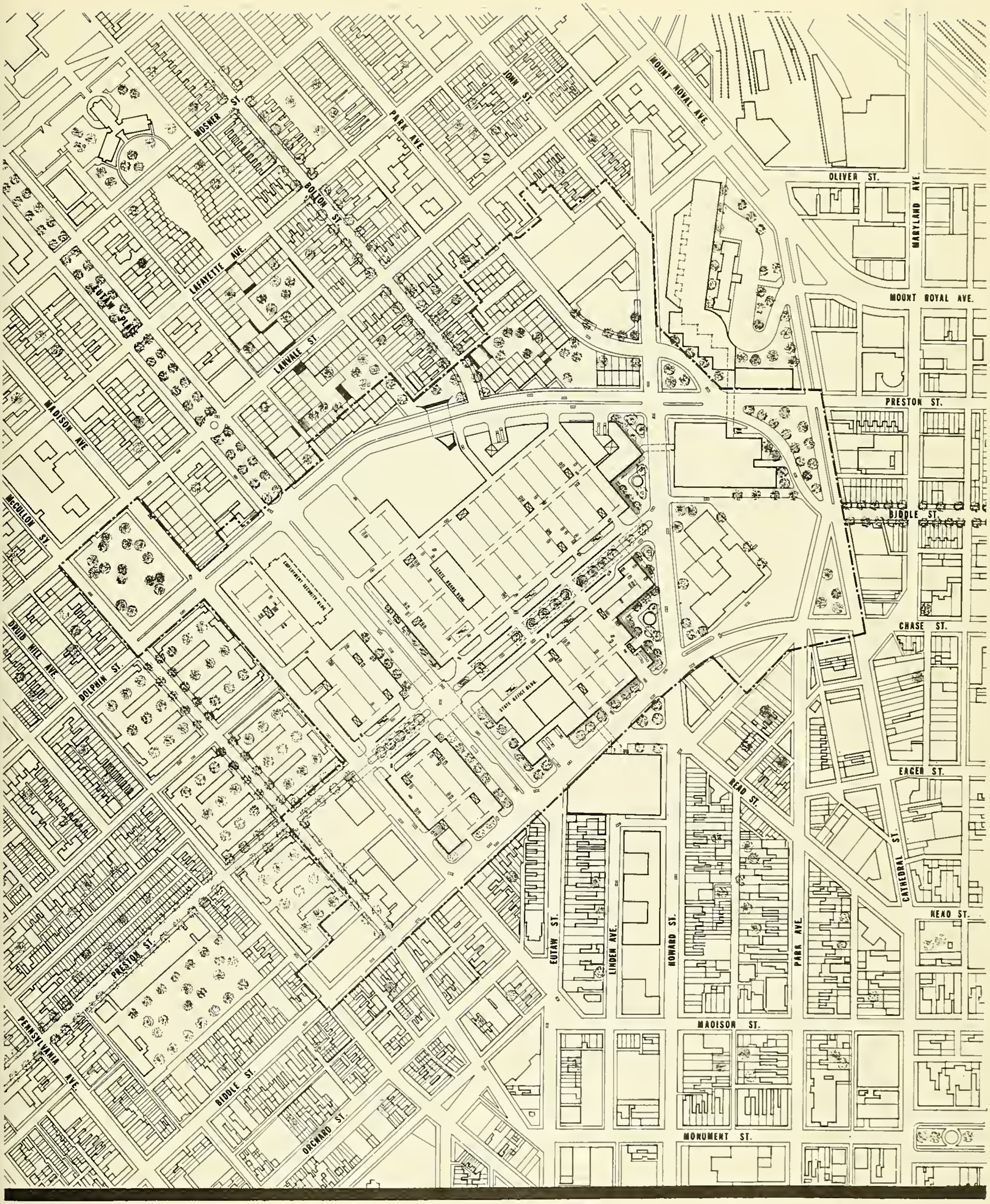
D. Street Level Plan

At ground level, Preston Street is developed as the ceremonial main access road. The generous scale and planted median strips will lend this street a dignity suitable for the approach to government buildings. Two of the existing buildings and all the new quadrangles will be served by this street, with two moving lanes in each direction, flanked by drop-off lanes for unloading passengers from cars, taxis and busses. Each building will have waiting bays for taxis and busses, and an entrance and exit for its parking garage.

The parking level that opens off Preston Street will be reserved for visitors, officials, and other short-term parkers. Moving directly to the escalator, and from the escalator direct to the reception area and the office he is looking for, greatly reduces the visitor's chances of getting lost.

Service facilities for the building and employees' parking facilities are both approached from the peripheral streets. Employees drive direct from the street to their own parking levels, and ride direct from there in office-bound elevators. Thus the separation of different kinds of movement continues inside the buildings, to the greater convenience of all concerned.

Projections of the flow of cars to the complex from other parts of the city indicate that only minor adjustments would be needed in the present and planned street systems to accommodate the extra flow of cars generated by the state complex, provided, that is, that the proposed rapid transit system is built.

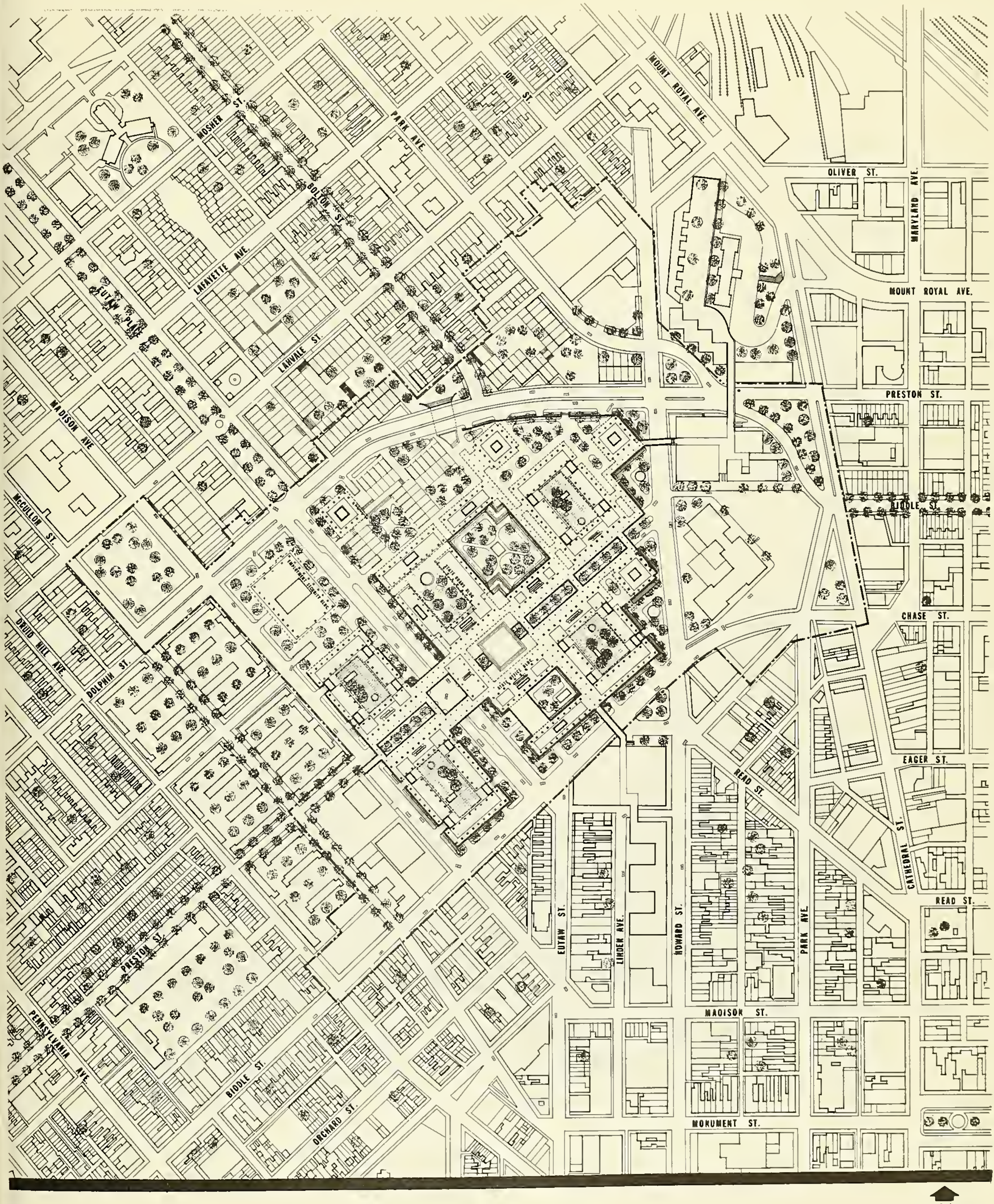


STREET LEVEL

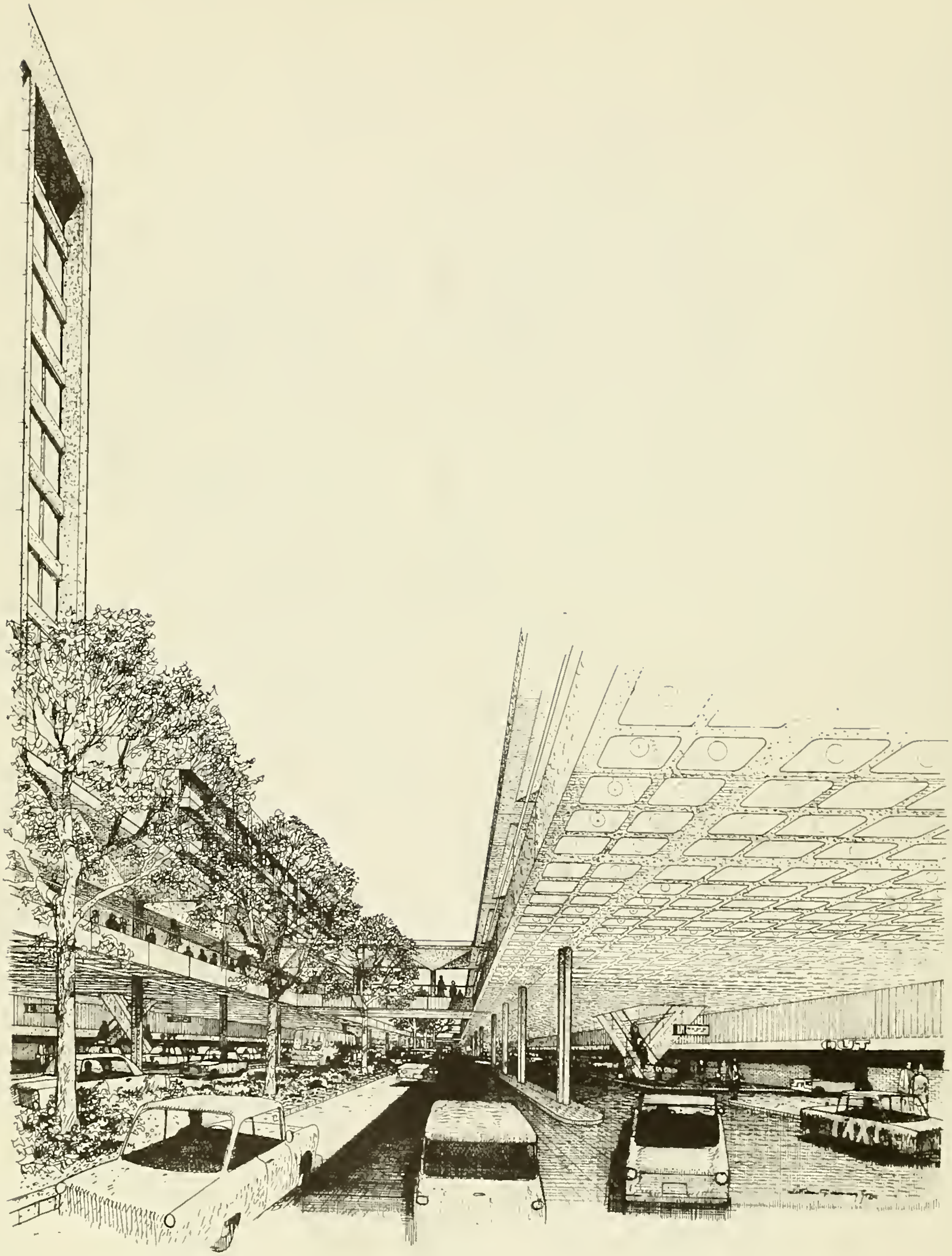
0 N 200

E. Pedestrian Level Plan

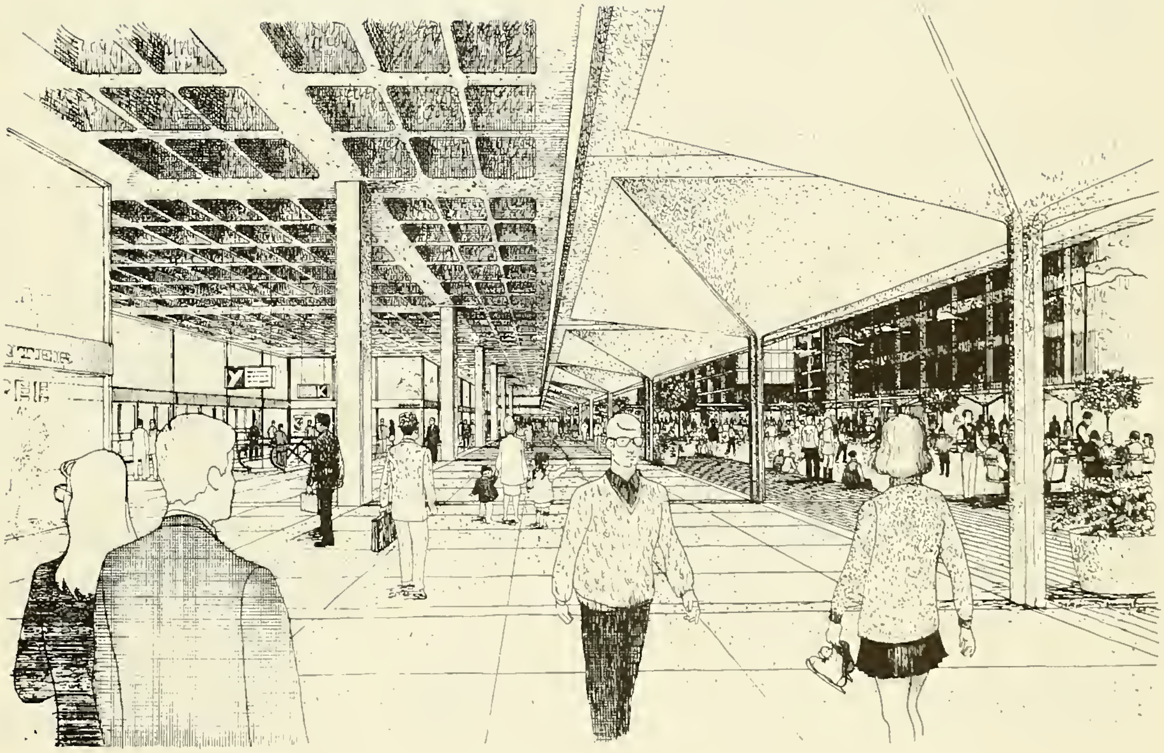
The elevated pedestrian level, planned to provide safe and pleasant access to all the buildings in the complex, will also serve for access to the proposed rapid transit line, and to contact points with the surrounding community. The walkway system should eventually be extended to bridge the peripheral streets and provide a direct physical link with the communities and major institutions on each site, enabling everyone to walk to the proposed rapid transit station without having to cross major streets. The main promenade built above Preston Street will be the point of access not only for all office buildings but also for the proposed rapid transit station. It therefore will draw the most pedestrian traffic, and is the logical site for location of commercial facilities that will attract people as they leave the subway. Service and specialty shops, and facilities like a cinema, restaurants, drug stores, even bowling alleys, should be encouraged, since they will have the effect of drawing people and lively activity into the area after the offices have closed. Accessible from the walkways there will be small parks and playgrounds, perhaps an ice-skating rink or a small outdoor amphitheater where civic ceremonies can be held. Such community facilities will provide amenities needed in the surrounding communities, and will additionally serve to knit the area together.



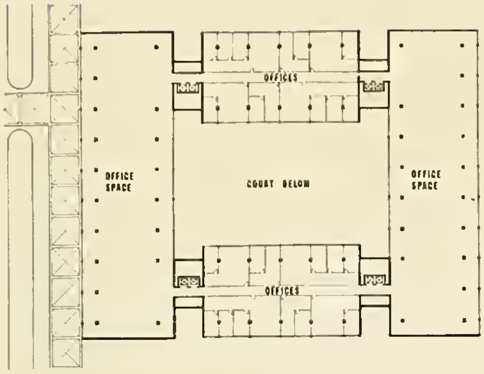
PEDESTRIAN LEVEL



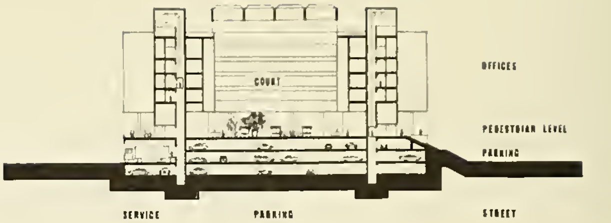
STREET LEVEL SKETCH WITH PASSENGER DROP-OFF ON PRESTON STREET



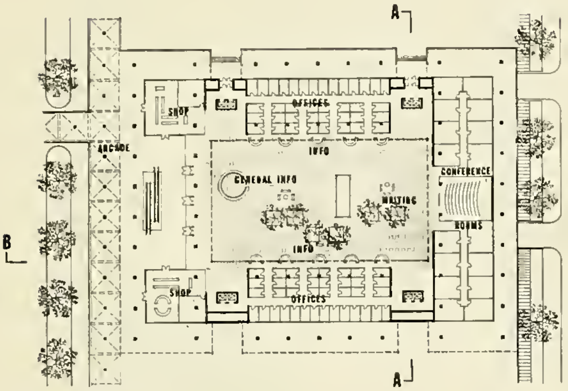
PEDESTRIAN LEVEL SKETCH, LOOKING TOWARDS THE MAIN PLAZA



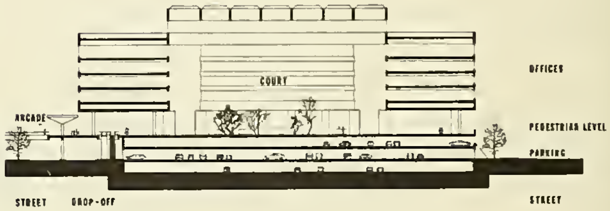
TYPICAL OFFICE LEVEL



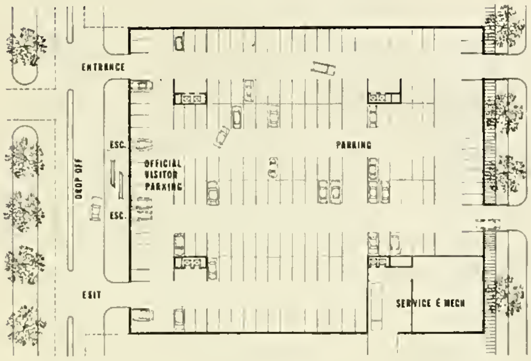
SECTION A



PEDESTRIAN LEVEL



SECTION B



VEHICULAR LEVEL

COURT

TYPICAL QUADRANGLE

0' 25' 50' 100'

F. Typical Quadrangle

These plans and sectional drawings show how a typical office block carries out the planning principles set forth earlier. This example, which is intended as a prototype, and not as a final design, demonstrates the advantages of the quadrangular plan. It serves the goal of flexibility of growth, for it can serve as a basic expansion unit, or it can even be built in segments, one side at a time. Thus, the Governmental Center can increase organically, gradually, and economically, to meet variable demands in a flexible manner. A further source of flexibility is that such buildings can be built to varying heights, so long as they are in accordance with the overall development plan. Adherence to this plan and consistency in the use of building materials throughout the growth of the center will assure continued harmony of character for the entire complex.

The basic quadrangle consists of four building units grouped around a skylit, landscaped, climate-controlled courtyard, over a three-level parking garage. The vehicular level plan illustrates in detail the access system recommended in the concept plan, with visitor parking feeding in from Preston Street, employee parking from the periphery. It also shows the separate peripheral street entrance for delivery and service trucks, with a loading platform and freight elevator.

The pedestrian level plan illustrates the courtyard, the sheltered walkways, the escalator from the lower level, and the shops flanking the entry to the courtyard. The main entrance to each quadrangle will open into the courtyard from the Preston Street promenade. The courtyard functions as a combined reception and waiting area for the whole building, but particularly for those departments which have the greatest number of visitors. Such services are concentrated at the pedestrian level, so that the majority of visitors will find their needs met conveniently at hand, in offices surrounding the pleasant courtyard. The general reception desk near the main entry will direct the visitors to offices on other floors. Thus, ease of access is provided inside the building as well as outside. Also concentrated on this level, for the use of all agency personnel, and (where appropriate) of the public, are interdepartmental services and shared facilities such as meeting rooms, libraries, and auditoriums.

Layout of the upper levels of the office blocks allows for flexible subdivision according to the changing space needs of the agencies assigned to them.

V IMPLEMENTATION

IMPLEMENTATION

A. Development Guidelines

To ensure proper execution of the project in accordance with the principles we have set forth, it is necessary to establish guidelines for the long-range development. These guidelines will play a key role in most aspects of long-range planning considerations from programming and staging the growth of the center to the design of individual components. The public system (pedestrian walkways, bridges, public plazas, vehicular drop-off, etc.) require an entirely different set of guidelines from those required for individual building components. Therefore, we treat each of these as entirely separate elements.

1. Land Acquisition

Long-range land needs can be met with a minimum of additional site acquisition as the intent of the scheme is to maximize the use of all land already owned by the State.

We do, however, recommend that the State acquire several small pieces of property to increase the development potential of the land the State already owns.

From the City, the State should acquire the Hoffman Street right-of-way between Eutaw Place and the Fifth Regiment Armory. This street will no longer be a necessary part of the circulation system when the State complex expands. Its acquisition is required in order to develop a new building complex around the State Roads Building.

North of the Fifth Regiment Armory, the parking lot and street connection between Hoffman and Dolphin Streets should be acquired from the City. This is necessary in order to develop a key State Office Building which would be a visual linkage and gateway to the complex from the north. The Armory parking space that is eliminated can be replaced under or around the proposed office tower or within the parking structures of the Governmental Center. Pedestrian linkage to Dolphin Street is an important aspect of this development and of the total concept. To create this linkage it is also necessary to acquire a small piece (approximately 15,000 square feet) of Parcel 9C.

2. Public Circulation Systems

These systems are the major means of giving unity and clarity to the entire complex. Therefore, they must be developed as complete systems from the beginning. This means of course that before any one segment of these systems (walkways, streets, etc.) is built, the entire system should be completely designed.

a. Covered Pedestrian Walkways

The design of the walkways should be used as a means of unifying the total complex and linking it to its neighbors. These walkways should be modular in design to establish a clear rhythm throughout the project and should be constructed as far as possible of permanent materials such as concrete, precast or architecturally treated, granite or limestone.

b. Pedestrian Bridges and Underpass

The pedestrian bridges and underpass are vital links between the Governmental Center and the surrounding residential neighborhoods. These bridges afford the City the opportunity to create grade connections between the proposed rapid transit station and the surrounding residential communities. They should be designed in the same vernacular as the pedestrian walkways, even though they would be built by different agencies.

c. Lighting

The public lighting systems in pedestrian walkways, open spaces and roadways should be used to identify circulation patterns, and accent feature elements. Lighting should also be used to denote the use characteristics; for example, around the skating rink and stores, the lighting could be gay and sparkling, and within the office areas, it might be more institutional in character. For the most part, pedestrian lighting should be warm (incandescent) and vehicular lighting efficient (mercury vapor or fluorescent). A major complex is not complete today unless some thought has been given to its nightime appearance. In the design of the buildings, illumination should be given particular attention.

d. Graphics

A graphics program should be developed for the entire center. At the very least, this program should consist of all signs for vehicular and pedestrian circulation at the site. Ideally, it should go inside the buildings for department and room identification, information areas and the like. A coherent graphic system will go a long way toward achieving order for the whole complex.

e. Open Spaces

There are two types of open space in the project. The first are passive in character and should contain features such as fountains, pools, benches and trees. The second is the plaza created as a focus of the entire center. The plaza should be designed as a multi-functional space which can have ice skating in the winter and dances, exhibitions and special events in the summer. In and around this area there should be kiosks and outdoor cafes of many types to bring life and activity into the space. There should be special features such as flag poles and textured paving in this space, as well as trees in architectural pattern. Since this space is the focal point for the entire project and the neighborhood, special care should be taken not only in its design but also in programming activities for it. Application should be submitted to the Department of Housing and Urban Development for either an Urban Beautification Grant of 50% of the cost, for development of the pedestrian walkways, parks and the plaza or for an Urban Beautification Demonstration Grant for 90% of these costs. Though amending the urban renewal project budget to include these costs is possible, we recommend that this approach only be taken as a last resort, since such amendment is difficult, time-consuming, and might be in excess of current Renewal Assistance Administration regulations.

f. Rapid Transit Station

The design of the station must relate to the Governmental Center. The station itself can occur below grade on a mezzanine directly over the tracks, as shown in the engineering studies. However, the major entry to the station must occur from the pedestrian level twenty feet above the existing Preston Street. This entry should be connected to the station via escalator. At this entry point there should be some space for kiosks and specialty shops.

3. Building Elements

a. State Office Quadrangles

These buildings are the key elements in the state office expansion. The principle of holding street lines and maintaining landscaped interior courtyards is the most important guideline for the design of each of these buildings. One dominant material, such as pre-cast or architectural concrete, should be used throughout in order to maintain a continuity of design. Special materials should be used in feature areas and interiors on the pedestrian level and within the office areas. Each of these "quads" could be of a different design. The heights could be adjusted to meet the program requirements. They could even be built one side at a time to meet variable needs in a flexible manner.

b. State Office Towers

These buildings are a means of meeting the flexible growth requirements of the State. They should, however, be of modest height--10 to 18 stories. They could be of different plan dimensions and design, but again, should have one unifying material. One tower should have provision for a helipad.

c. Existing State Office Buildings

Provision must be made to adapt these buildings to the scheme with its elevated pedestrian walkways. This can be accomplished in the State Roads buildings by adjusting the second level entry to become the main entry. The State Office Building can be adapted to an elevated pedestrian walkway by modifying the existing mezzanine and using it as the building entry.

The expansion of Employment Security Building should be coordinated with the rest of the State office expansion program.

d. Maryland General Hospital

The expansion plans for the hospital coincide with the State office expansion. The hospital, therefore, has a unique opportunity to build into their plans a connection to the elevated pedestrian walkway which bridges Biddle Street and connects to the proposed rapid transit station.

e. Neighborhood Shopping Center

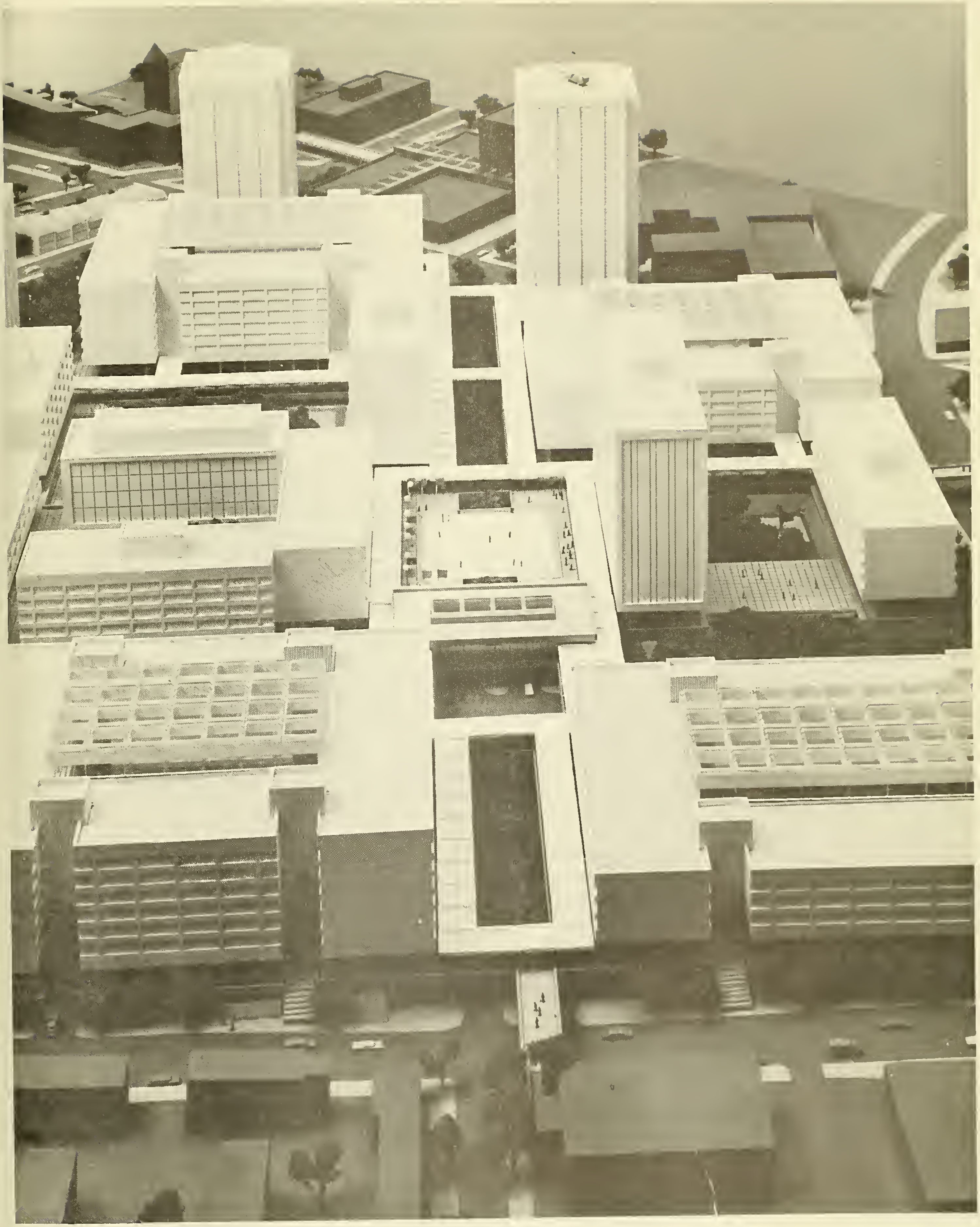
Directly north of Baltimore Life Insurance building, it would be desirable to construct a shopping center that could act as a transition between the Maryland Art Institute, the eastern residential development, and the State office center.

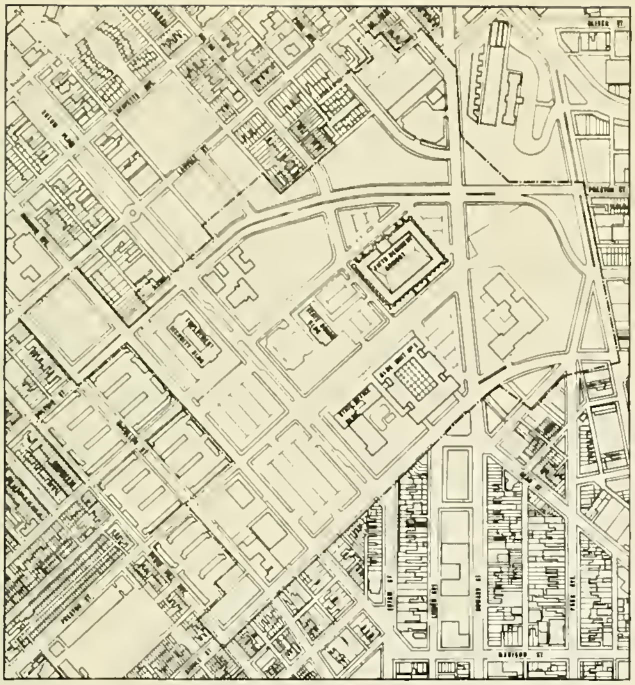
f. Parcel 9C

This parcel (less the 15,000 square feet recommended for State acquisition) should be maintained for residential use. Parcel expansion could occur with the abandonment of the Jackson Towers office building, the Eutaw Baptist Church and the building adjacent to it. The plan illustrates how this expanded parcel can be developed with high and low-rise apartments that create a transition between the State office buildings and the Bolton Hill residential neighborhood.

g. Maryland Art Institute

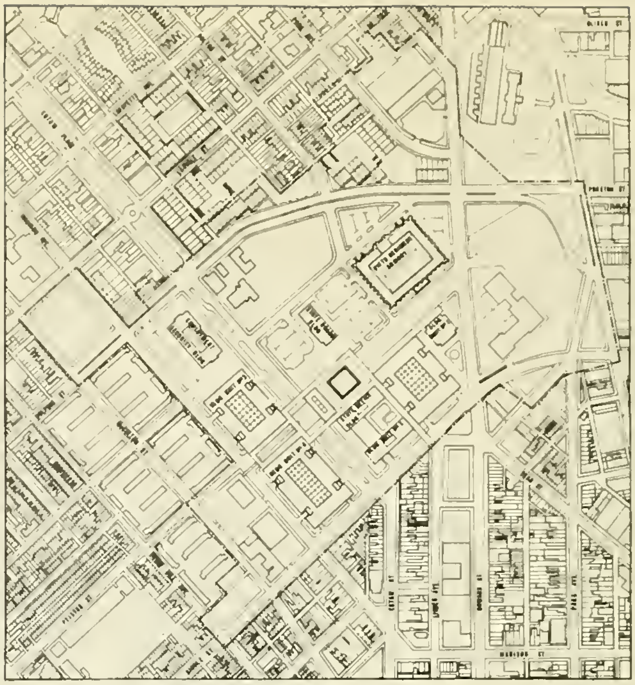
The expansion of this facility should be coordinated with pedestrian links to the state complex and to commercial development on Howard Street. The proposal for an expanded art institute with community facilities in the air rights over the B & O Railroad tracks should be integrated into the overall development plan.





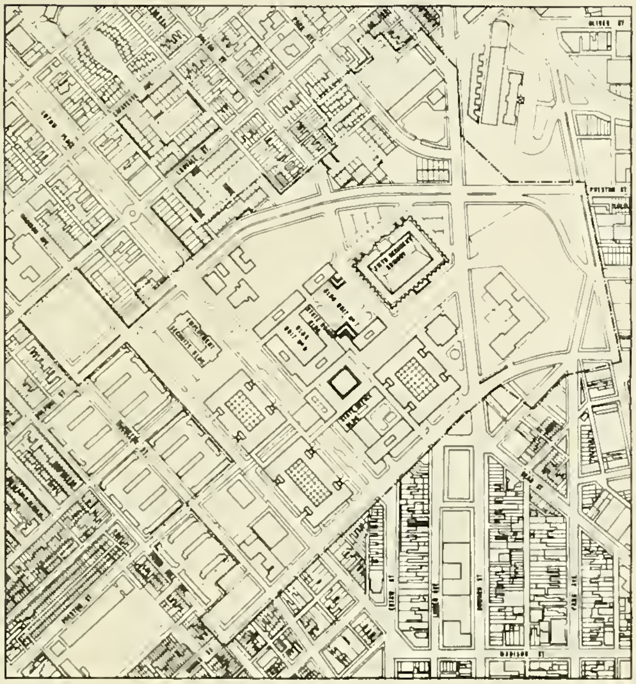
PHASE I

EXISTING	764,000 SQ. FT.
BLDG. UNIT Nº 1	500,000 SQ. FT.
TOTAL	1,264,000 SQ. FT.



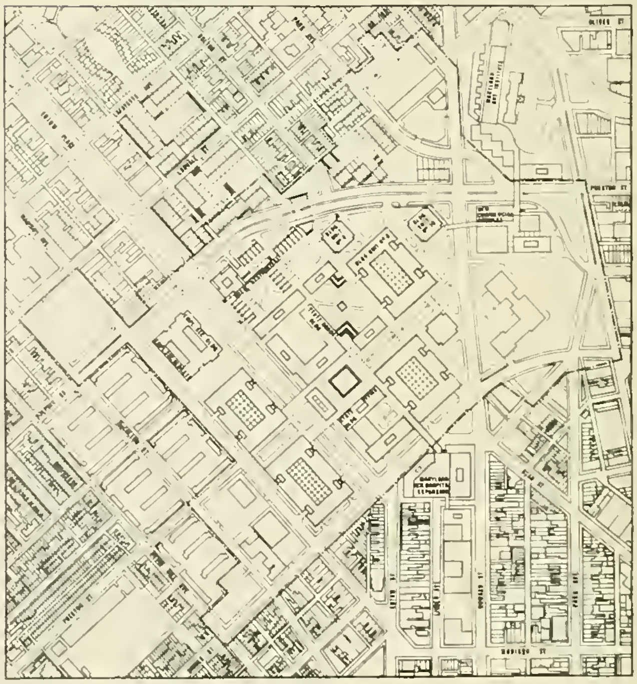
PHASE II

EXISTING	1,264,000 SQ. FT.
BLDG. UNIT Nº 2	150,000 SQ. FT.
BLDG. UNIT Nº 3	311,000 SQ. FT.
BLDG. UNIT Nº 4	375,000 SQ. FT.
BLDG. UNIT Nº 5	153,000 SQ. FT.
TOTAL	2,253,000 SQ. FT.



PHASE III

EXISTING	2,253,000 SQ. FT.
BLDG. UNIT Nº 6	251,000 SQ. FT.
BLDG. UNIT Nº 7	128,000 SQ. FT.
TOTAL	2,632,000 SQ. FT.



PHASE IV

EXISTING	2,632,000 SQ. FT.
BLDG. UNIT Nº 8	150,000 SQ. FT.
BLDG. UNIT Nº 9	358,000 SQ. FT.
BLDG. UNIT Nº 10	150,000 SQ. FT.
TOTAL	3,290,000 SQ. FT.

PHASING

B. Phasing

Development can be staged in any number and size of components. For illustrative purposes, we show four separate phases of 400-600,000 sq. ft. of office space in each phase. Each phase should have enough parking to meet its requirements as well as adequate public contact and central service facilities to be self sufficient. Retail shops should be located adjacent to the pedestrian walkway system which should be built with each phase.

First Phase

This phase would be built on the large landscaped area adjacent to and east of the State Office Building. This location was selected so that no existing on-grade parking would be lost during first stage construction. Within this first phase, more parking than required should be built in order to make up for the loss of on-grade parking during the construction of subsequent phase. The office tower illustrated in this phase could be constructed after the quadrangle building. This stage consists of 600,000 sq. ft. of office space with 800 parking slots.

Second Phase

The second phase would be constructed on the two large existing parking lots west of Eutaw Street. This phase can be divided into two segments so that each of the parking lots can be in operation during the construction of the separate quadrangles. This phase consists of 700,000 sq. ft. of office space and parking for 1,200 cars.

Third Phase

This phase is built around the State Roads Building to incorporate it into an enclosed court scheme. The phase would consist of 400,000 sq. ft. of office space and parking for 700 cars.

Fourth Phase

Through evolutionary processes, if the Fifth Regiment Armory functions are phased out of operation, this stage could be constructed on the Armory site. The concept is so designed, however, that if the Armory is maintained indefinitely it can be incorporated into the overall complex. But if and when the Armory is phased out, approximately 650,000 sq. ft. of office space could be constructed, with parking for 1,400 cars.

CONCLUSION

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This development plan affords the State of Maryland an opportunity to develop a Governmental Center unique in the country, and for that matter unique in the world. It is a center that does not stand aloof from its environment. It is an integral part of the community in which it stands. It is a center that has life after working hours because it contains facilities for shopping and amusement within its boundaries, so that it will attract activities in the evening.

It establishes one principle of particular significance in planning government establishments--that of concentrating at the most accessible level all departments that directly serve the public, pooling all waiting space, and reducing travel time for the visitors as well as the traffic within the building.

The plan also contributes to economy and efficiency of operation by centralizing at the most accessible level all interdepartmental services and facilities.

The use of pedestrian platform has proved successful in uniting mixed CBD projects such as Charles Center in Baltimore. Its use at Mount Royal Plaza is the first instance in a governmental center, and facilitates the integration into the city fabric so anxiously sought for in the planning of large governmental installations. The development guidelines for this center could be profitably applied throughout the nation to government centers at any level--city, county, state, or federal.

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CONSULTANTS:
Gruen Associates, Inc.,
Partner-In-Charge - Beda Zwicker
Project Director - S. Buddy Harris
Richard L. Blinder
Serge V. Fedorov
Robert Velasco
William Fay
Helena Newman

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